

**A CRITICAL ANALYSIS OF PRESCHOOL EDUCARE IN SOUTH AFRICA:  
TOWARDS EFFECTIVE PROVISION FOR THE PRESCHOOL CHILD**

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## ABSTRACT

This study is a critical analysis of educare policy in South Africa with recommendations towards effective provision for the preschool child. The need for a radically revised policy, structure and provision system is based on the inadequacies, inefficiency and ineffectiveness of the present system. A quantitative - descriptive research design is used in which use is made predominantly of secondary data and field experience of the writer. Data collection was hindered by the lack of information available and the reluctance of certain authorities to provide information as requested. The historical development of educare in South Africa is outlined. Legislation which, impacts on educare is recorded and the present education and care policies and structures are described. The extent of educare provision is quantified focusing on who is provided for and who is not. Gil's (1981) framework for Analysis and Synthesis of Social Policies is used in analysing educare policy within the Social Planning and Administration paradigm. The study contends that there is no clear unitary discernible educare policy in existence and this has resulted in fragmented structures controlling educare in this country. Particular attention is made to the ideological and value underpinnings of educare policy, structure and provision. The result is an array of services which are uncoordinated and inadequate in terms of the need

and demand. The study concludes by making recommendations aimed at eliminating the inadequacies highlighted. A radically revised educare policy is proposed. A three-tier structure with defined responsibilities and functions at each level is suggested. It is the writers belief that implementation of these recommendations will contribute to the solution of problems faced in the educare field today.

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## TABLE OF CONTENTS

	PAGE
<b>ABSTRACT</b>	(i)
<b>ACKNOWLEDGEMENTS</b>	(iii)
<b>Chapter 1 INTRODUCTION</b>	1
1.1 Statement of Problem	4
1.2 Motivation and Purpose of Study	6
1.3 Research Questions	7
1.4 Significance of Problem	8
1.5 Research Design and Methodology -	9
1.6 Scope and Limitations of the Study	11
1.7 Definition of Terms and Concepts	12
1.7.1 Educare	12
1.7.2 Policy	12
1.7.3 Structure	13
1.7.4 Provision	13
1.7.5 Analysis	13
<b>Chapter 2 HISTORICAL DEVELOPMENT OF EDUCARE IN SOUTH AFRICA</b>	15
2.1 Introduction	15
2.2 Development of Educare in South Africa	16
2.2.1 Centres	16
2.2.2 Training	24
2.2.3 Funding	29
<b>Chapter 3 EARLY CHILDHOOD EDUCARE POLICY IN SOUTH AFRICA</b>	32
3.1 Introduction	32
3.2 Early Childhood Educare Legislation	32
3.2.1 The National Policy for General Education Affairs Act No. 76 of 1984	34
3.2.2 The Child Care Act No.74 of 1983	35
3.2.3 Legislation providing for Educare for White children	36
3.2.4 Legislation providing for Educare for Coloured children	37
3.2.5 Legislation providing for Educare for Indian children	38
3.2.6 Legislation providing for Educare for Black children	39
3.2.7 Summary of Early Childhood Educare Legislation	40

	<b>PAGE</b>
3.3 Development of Educare Policy in South Africa	41
3.4 Existing Preschool Education Policy	46
3.4.1 White Preschool Education	48
3.4.2 Coloured Preschool Education	52
3.4.3 Indian Preschool Education	53
3.4.4 Black Preschool Education	55
3.5 Existing Preschool Care Policy	57
3.5.1 White Preschool Care	59
3.5.2 Coloured Preschool Care	60
3.5.3 Indian Preschool Care	61
3.5.4 Black Preschool Care	62
 <b>Chapter 4 THE STRUCTURE AND PROVISION OF EDUCARE IN SOUTH AFRICA</b>	 <b>64</b>
4.1 Introduction	64
4.2 The Educare Structure in South Africa	67
4.2.1 Educare Structure for Whites	67
4.2.2 Educare Structure for Coloureds	68
4.2.3 Educare Structure for Indians	69
4.2.4 Educare Structure for Blacks	70
4.2.5 The Role of the Local Authority within the Educare Structure	72
4.3 Educare Provision in South Africa	73
4.3.1 Forms of Educare Provision	74
4.3.2 Provision Agents	78
4.3.3 The Extent of Educare Provision in South Africa	81
4.3.3.1 Centres	81
4.3.3.2 Teacher Training	82
4.3.3.3 Staffing	84
4.3.3.4 Physical Standards	89
4.3.3.5 Funding	91
 <b>Chapter 5 ANALYSIS OF EDUCARE POLICY, STRUCTURE AND PROVISION IN SOUTH AFRICA</b>	 <b>98</b>
5.1 Introduction	98
5.2 Analysis of Educare Policy	101
5.3 Analysis of Educare Structure	121
5.4 Analysis of Provision	127
5.4.1 Services and Facilities	128
5.4.2 Standards, Regulations and Procedures	132
5.4.3 Funding	135
5.4.4 Training Facilities	136
5.4.5 Staffing	139
5.5 Summary	140

	PAGE
Chapter 6 CONCLUSION AND RECOMMENDATIONS TOWARDS EFFECTIVE EDUCARE IN SOUTH AFRICA	142
6.1 Introduction	142
6.2 Educare Policy	143
6.3 Educare Structure	146
6.3.1 Central Authority	149
6.3.2 Regional Authority	150
6.3.3 Local Authority	151
6.3.4 Role and place of voluntary organisations	153
6.3.5 Community Involvement	154
6.3.6 The Private Sector	156
6.4 Educare Provision	156
6.4.1 Teacher Training	159
6.4.2 Building and Standards	161
6.4.3 Funding	162
6.4.4 Staffing	166
6.5 Conclusion	168
 APPENDIX 1 Some requirements for preprimary schools falling under the Transvaal Education Department	 169
 APPENDIX 2 Some requirements for creche-cum- preprimary schools falling under the Department of Development and Planning	 172
 BIBLIOGRAPHY	



## CHAPTER 1

### INTRODUCTION

The first six years of life are vitally important in the development of the young child. During these years the foundations are laid for the child's development. Deprivations during these early years have lasting effects on the child. Numerous educationists (Zajda, 1980; Bowman, 1987; Piaget, 1963; Hunt, 1961; Bloom, 1964; Bruner, 1960; Short, 1974; Petrova, 1979; Forest 1929) claim that the preschool period is the period of the most intensive physical and intellectual development of the child. During these years development is rapid, more rapid than during any other period of life. They further believe that by the age of six the child has become the person he will always be and that the educare of the young child provides a sound basis for the later formal education he will receive.

Recognition of the importance of these early years and the benefits of access to educare programmes coupled with changes in the patterns of employment of woman has resulted in the development of early childhood educare facilities throughout the world. Early childhood educare provides opportunities for young children to develop fully.

It is aimed at giving the young child the best possible preparation for the future. This perception was realised more than 160 years ago when Lord Henry Brougham, in a widely circulated manifesto of 1823 spoke of

'...the truth is that he can and does learn a great deal more before that age [six years] than all he ever learns or can learn in all his after life. His attention is more easily aroused, his memory is more retentive, bad habits are not yet formed, nor is his judgement warped by unfair bias!(Forest, 1929:49)

Bowman supports this contention

'In just a few short years, a child goes from being a helpless infant to being an active, independent, competent 6 year old. In no other 6 years of life must human beings learn so much so fast or will so much of the future depend on what has been learned in the past'(Bowman, 1987:3)

Benjamin Bloom (1964) is more bold, believing that approximately half of ultimate intellectual development takes place by the age of four. Biesheuvel (1978) expands on this suggesting that anything attempted after the age of six is unlikely to make up for any earlier deprivation.

This is supported by Chazan who writes that

'Lack of adequate cognitive stimulation in the early years may not only adversely affect the child at that time but may also prevent him from benefiting fully from what the school has to offer once he has reached the age of entry into the educational system. His initial adjustment may be poor and his subsequent educational progress limited' (Chazan et al, 1971:3)

The demand for educare provision in South Africa is already enormous and is increasing rapidly. Demographic figures show that the preschool age population presently in South Africa is approximately 6.5 million (Van den Berg and Vergnani, 1986:42). Various factors in our modern capitalist industrial society contribute to the demand. More and more women are entering the labour market and a greater percentage of these are mothers of children of preschool age. Many of these woman are sole breadwinners. This need for employment cuts across social, racial and economic lines. For middle-class families it means an opportunity to improve the quality of life and for trained and skilled mothers to put into practice skills acquired. For the less economically able it means an opportunity to break through the restrictions of sub-economic existence. These children need educare services as much for the educational benefits as for the custodial component which frees their parents to work. In South Africa, however, this demand is not being sufficiently met.

### 1.1 Statement of Problem

Recognition of the demand for educare has increased dramatically during the second half of this century but provision has been slow and dependent largely on welfare and voluntary effort. Initially health and custodial considerations were the motives for early childhood educare until research studies illustrated the educational benefits of educare provision. By the mid-1960's educare was accepted as desirable for two main reasons.

Firstly, in cases where the mother works either as sole breadwinner or to supplement family income. There is growing acceptance of the fact that this employment is normal, that in most cases it is necessary, that it does not reflect child neglect and is not necessarily harmful to children. The need to work is due to five main factors:

- (i) the change in the family from subsistence producer to consumer
- (ii) the families need for a cash income
- (iii) changes in the nature of employment
- (iv) changes in family structure particularly the change from extended to nuclear families
- (v) the high proportion of single mothers

Secondly, the benefits to be derived from access to early childhood education as well as the disadvantages of lack of access were recognised. The de Lange Commission (1981) for example, reported that between 1976 and 1979, 58% of black South African children failed at least once between grade 1/Sub A and Standard 2. (Liddell, 1986:1) The commission attributed this to early deprivation. These factors point to the need for adequate provision where mothers have access to facilities for the education and care of their children. Although this is widely recognised, educare policy and provision in South Africa is characterised by:

- (i) an inadequate system in terms of both quantity and quality and which does not meet the needs of the nation's children.
- (ii) an unequal distribution of educare facilities and resources amongst the different statutory population classification groups.

Two examples illustrate this contention. Firstly, in 1985 108,600 white children and 30,763 black children were in various types of Preschool provision in South Africa (van den Berg and Vergnani, 1986:55). This represents 20% and .5% of the respective 0-6 age cohorts. Secondly, for white families a welfare subsidy of R2.00 per day per qualifying

child exists and for black children there is no welfare subsidy at all.

## 1.2 Motivation and Purpose of Study

The inadequate and unequal system of educare provision discussed earlier needs to be removed so that South Africa's parents and children can have access to the benefits which high quality educare offers. In pursuance of this the motivation and purpose of this study is:

- \* to trace the development of present educare policy
- \* to describe and analyse existing educare policy
- \* to identify the effect that policy has on provision
- \* to identify the effect that administrative structure has on provision
- \* to identify demographic dimensions of need
- \* to describe educare provision in South Africa including identifying inadequacies of current provision
- \* to identify ways of eliminating these inadequacies
- \* to make recommendations to policymakers so that they may solve the educare problems we face today

The research study is not an empirical one but takes the

form of a policy analysis. The purpose of a policy analysis is:

- to examine the intended purpose of policy
- to examine steps taken to enforce intentions
- to explain the consequences of various policies
- to clarify issues, alternatives and consequences with the intention of improving the basis for policy decisions

The findings from this study and recommendations made intends to make information available on which informed decisions about educare provision can be made.

### 1.3 Research Questions

In order to effect the motivation and purpose of this study research questions as follows are posed:

- what is existing educare policy?
- what is the scale of educare provision in South Africa?
- who is provided for? Who is not provided for?
- how does ideology affect educare policy?
- how does educare policy affect educare structures?

- how does administrative structure affect educare provision?
- is lack of provision a problem? For whom is it a problem?
- how can effective provision be arrived at?
- what is the responsibility and role of the State?
- what are the underlying principles and objectives of an effective educare policy?
- what administrative structures should exist?
- what forms of provision should exist?
- how should educare be financed?

#### **1.4 Significance of Problem**

Early childhood educare has been chosen as the subject of this study for several reasons. Firstly, it has already been mentioned that there are approximately 6.5 million children under the age of six in South Africa. Secondly, the importance of early childhood education is undisputed today. That all children should have access to high quality educare is internationally accepted. However, despite this acceptance, provision in South Africa is limited both in quality and quantity and where there is provision it is for children who perhaps need it less than the majority for whom it is denied. For example, in 1985,



Children who are classified coloured, Indian and black accounted for 92% of the 0 - 6 age cohort but the number provided for as a percentage of all known provision was only 31% (van den Berg and Vergnani, 1986:42)

This contradictory position necessitates analysis of existing educare policy and proposals for meeting the needs and overcoming the problems evidenced by the analysis. Bowman argues:

'If there is any subject more important than the care and education of young children. I don't know what it is. And if there is any topic that needs our attention more today. I don't know what it is'. (Bowman, 1987:2)

### **1.5 Research Design and Methodology**

This study uses the combined exploratory - descriptive research design to gather data on educare in South Africa. This study analyses existing educare policy, structure and provision using predominantly secondary data. A comprehensive literature review using reference works, journal articles, pamphlets, official reports and selected books was used. Unpublished works by a variety of preschool educare practitioners were also consulted. Contact with officials representing State departments, provision agencies, training institutions, academics,

research bodies and educare associations provided the writer with more knowledge and understanding of educare provision. These contacts yielded information mainly on the educare structure in South Africa and educare provision with special emphasis on training, programmes, curricula, facilities, standards, staffing, registration and funding. These two methods of data collection namely literative review and selected interviews of key informants are particularly necessary techniques in the study of policy or policy analysis.

Gil's (1981) Framework for Analysis and Synthesis of Social Policies is used in analysing educare policy within the Social Planning and Administration paradigm. This framework was chosen because the writer considers it to be the most appropriate tool for policy analysis.

The ten years field experience of the writer was also heavily drawn upon and proved invaluable in formulating a position towards effective educare provision in South Africa.

## 1.6 Scope and Limitations of the Study

The study deals with early childhood educare policy in South Africa. Current policy including structure and provision is critically analysed and recommendations are made which the writer believes would give all South African preschool children greater access to provision.

Because of the racially and professionally fragmented educare structure, compilation of data is extremely difficult and time consuming. Official data had to be obtained from ten different State departments and four provincial administrations. Not all of these departments use the same means of quantification and not all are willing or able to make information available. The unavailability of data has made it difficult to explore some areas of concern fully.

Minimal research has been done in South Africa in the field of educare. Indeed the term itself has only been in use during the past six years and then mainly in the Western Cape. Substitute terminology often confused data collection. In the light of this it was felt that a comprehensive analysis of educare policy is justified.

Although no specific early childhood educare legislation exists reference to educare provision is made in the various Education Acts. This is described in full in Chapter Three.

Recommendations made are considered to be integral to an equitable educare provision system in this country. These recommendations, while professionally sound, would need a fundamental ideological shift by the present government before implementation were possible.

### **1.7 Definition of Terms and Concepts**

Several terms are used throughout this study. These require clear definition for the reader.

#### **1.7.1 Educare**

Educare is a generic term which refers to the education and care of children below the statutory age of admission to the first year of formal education. The many forms of educare provision are described in Chapter Four.

#### **1.7.2 Policy**

Policy, in this study, refers to legislation, documents and

statements emanating from official governmental sources which sets out a course of action decided upon by the government with regard to the provision of early childhood educare.

#### 1.7.3      **Structure**

Structure generally means the manner or act of putting together; the arrangement of parts and manner of organisation. In this study structure refers to the organisational framework within which educare exists in South Africa and the relationships between components of that framework.

#### 1.7.4      **Provision**

Provision refers to measures taken to anticipate and satisfy needs identified. In this study the needs are those of parents of children of preschool age and of the children themselves.

#### 1.7.5      **Analysis**

Analysis is used in a general sense to refer to the use of

judgement in the examination of a policy and encompasses the design of new alternatives. In educare policy analysis, the policy is separated into various component parts and these are examined in detail to establish how they meet the needs of those affected by the policy.

## CHAPTER 2

### HISTORICAL DEVELOPMENT OF EDUCARE IN SOUTH AFRICA

#### 2.1 Introduction

In the early 19th Century and more specifically after industrialisation it was realised that in many cases the home was no longer able to carry the responsibility of educating the preschool child without community assistance. Cochin, referring to the opening of centres for children, writes that 'many children were deprived of their mothers care because of the necessities of labour' (Forest, 1929:71)

At the same time the first kleinkinderbewahranstalten, initially called 'schools of necessity', were begun primarily to take care of children whose mothers were working. Other programmes such as the Kindergarden movement in the USA, the English Nursery School and the Montessori schools arose because of concern for the early childhood experiences of the poor.

In modern times van der Eyken writes that the purpose of educare provision is

'...to alleviate the stultifying, physically harmful and potentially dangerous situation in which thousands of children, locked up in rooms with parafin heaters, or tied to chair legs, or incarcerated in damp basements, find themselves for the first five years of their life, with calculable damage to their physical, emotional, psychological and cognitive development'.  
(Van der Eyken, 1974:159)

## **2.2 Development of Educare in South Africa**

The need for care away from home of young children in South Africa emerged for two reasons: Firstly, concern for the health of white children in city slums and secondly, the need to provide services and facilities for children in order to liberate their mothers to work. The development of care services and later educare in South Africa is discussed under three headings: centres, training and funding.

### **2.2.1 Centres**

The first efforts at provision during the 1920's and 30's were aimed primarily at ensuring the health and protection of the white child at risk. In July 1931 the Pretoria Town Council made a grant of £300 to begin a Nursery School as part of a Child Guidance Centre. By 1934 this Nursery School was in full operation and financed mainly by the Municipality. In Durban, in 1932, a Nursery School called



'Tree Tops' was established. At the 1934 National Conference on the Poor White Problem held at Kimberley concern for the white preschool child was again evident. A resolution passed read as follows:

'Provision should be made for a system of preschool education in the slum areas of our cities, where children are, during the most critical period of their lives, exposed to influences which have fatal effects on their moral development and their health. Such provision can best be made possible if Provincial Administrations subsidise on a £ for £ basis, and local authorities, e.g. Municipalities, take the initiative'.  
(Weber, 1978:14))

From 1935 to 1937 there was a slow but steady increase in the number of preschool centres in the Transvaal. These were mainly dependent on community and private initiative. The Transvaal Provincial Council approved in 1936 an amount of £1200 as a grant-in-aid to white Nursery Schools in the Transvaal.

The first Nursery School for black children, Enkutuleni, was opened at Sophiatown, Johannesburg in 1936. This was under the control of the Anglican Mission.

By the end of 1939 there was 14 Nursery Schools in South Africa and 17 creches in which 6000 children were

cared for. (Weber,1978:17,153). The war years intervened and preschool provision progressed slowly so that by 1957 only 261 creches and 151 Nursery Schools for separate statutory population classification groups were registered with the Department of Social Welfare and the Department of Education respectively. (Weber, 1978:73).

Because ideology prescribed the total separation of statutory population classification groups and legislation enforced this, the difference in the development of facilities for the statutory population groups was clearly evident.

In 1968 there were 39 Nursery Schools registered with the Department of Coloured Affairs who provided subsidies of R63,000 (Malherbe, 1977:373). For black children in 1968 there were 113 places caring for young children. These were all registered with the Department of Bantu Education.

By 1969 provision for preschool education and care for white Children had increased to 83 Creches, 230 Nursery Schools and 42 combined institutions providing services for 20 092 children (Weber, 1978:20)

In 1973 the first provincially controlled Nursery School was opened at Witbank in the Transvaal. In that year there

were 49 Nursery Schools (1927 children) and 79 creches (5469 children) for coloureds and 3 Nursery Schools (89 children ) for Indians. (Malherbe, 1977: 373)

Table I shows the Regional distribution of Black Preschool Provision by type of provision in 1974.

**TABLE I**  
**REGIONAL DISTRIBUTION OF BLACK INSTITUTIONS BY TYPE (1974)**

Type of institution	Cape	Natal	Tvl	OFS	TOTAL
Creche	13	4	36	5	58
Preprimary school	2	5	42		49
Creche-cum-preprimary school	6	8	9		23
TOTAL	21	17	87	5	130

(Source: Weber, 1978:167)

Table II below shows the number of white Pre-primary Schools in the Republic as at August 1975.

**TABLE II**  
**WHITE PRE-PRIMARY SCHOOLS - AUGUST 1975**

Type of school	No. of schools	No of children
<b>DEPT OF NATIONAL EDUCATION*</b>	30	927
<b>CAPE EDUCATION DEPARTMENT **</b>		
Provincial Nursery Schools	5	220
Subsidised Nursery Schools	96	4 569
Private	21	722
<b>NATAL EDUCATION DEPARTMENT</b>		
Provincial Nursery Schools	2	120
Provincial controlled	60	4 046
Subsidised Nursery Schools	10	525
Private	6	444
<b>OFS EDUCATION DEPARTMENT</b>		
Provincial controlled Nursery Schools	46	2 608
<b>TRANSVAAL EDUCATION DEPARTMENT</b>		
Provincial Nursery Schools	40	2 624
Subsidised Nursery Schools	182	12 612
Private	167	8 777
<b>TOTAL</b>	<b>665</b>	<b>38 194</b>

\* This includes 24 schools with 687 handicapped children

\*\* In addition there were 55 Pre-Primary classes with 1 222 children.

(Source: Adapted from Behr, 1976:27)

The number of registered white creches and enrolment figures as at 31.12.75 is illustrated in Table III

**TABLE III**

**NUMBER OF REGISTERED CRECHES AND ENROLMENT FIGURES AS AT 31.12.75**

Province	Subsidised creches	Children enrolled	Non-Subsidised creches	Children enrolled	Total Creches	Children
Cape	10	799	121	4 070	131	4 869
Natal			102	4 311	102	4 311
Transvaal	4	277	168	10 226	172	10 503
O.F.S	1	130	6	415	7	545
R.S.A	15	1 206	397	19 022	412	20 228

(Source: Weber, 1978:162)

The number of registered Pre-Primary Schools and Creches for Coloured Children with enrolment figures for 1969 - 1975 is shown in Table IV.

**TABLE IV**

**NUMBER OF REGISTERED PRE-PRIMARY SCHOOLS AND CRECHES  
FOR COLOURED CHILDREN AND ENROLMENT FIGURES FOR 1969 TO 1975**

Year	Creches	Pre-Primary Schools	Children enrolled
1969	55	42	6 400
1970	59	41	6 976
1971	68	40	7 437
1972	74	44	8 179
1973	76	51	8 966
1974	81	54	10 002
1975	82	59	10 588

(Source: Adapted from Weber, 1978:166)

By 1980 the number of facilities for preschool children by statutory population classification group was as shown in Table V.

TABLE V

FACILITIES FOR PRESCHOOL CHILDREN IN SOUTH AFRICA - 1980

Statutory Population Group	Number of Facilities	Number of Provided for	Total number Children	% Provided for
White	1 557	90 423	562 658	16.07
Coloured	189	15 950	450 910	3.54
Black	225	15 284	4 058 060	.37
Asian	17	837	146 928	.57
TOTAL	1 988	122 494	5 218 556	2.34%

(Source: Adapted from Reilly and Hofmeyer, 1983: 72-74)

The Central Statistical Services 4 June 1985 release indicated the number of children in various types of preschool provision according to statutory population groups in 1985:

These figures are reproduced as Table VI.

TABLE VI

NO. OF CHILDREN IN VARIOUS TYPES OF PRE-PRIMARY PROVISION IN THE RSA, ACCORDING TO STATUTORY POPULATION GROUP 1985

Statutory Population group	'White'	'Coloured'	'Indian'	'Black'
<b>TYPE OF PRESCHOOL INSTITUTION</b>				
1. <b>Pre-primary Schools</b>	74 452	9 959	2 233	11 218
Provincial/ State	11 149	80		
Private	63 303	9 879	2 233	11 218
a) provincially- aided	36 044	8 187	960	9 988
provincially- controlled	21 870	342	-	-
b) provincially- subsidised	14 174	7 845	960	9 988
other private	27 259	1 692	1 273	1 230
2. <b>Creches</b>	20 001	4 838	185	16 864
3. <b>After-school Centres</b>	8 403	4	-	111
4. <b>Pre-primary classes at:</b>				
Ordinary schools	4 701	685	-	2 400
Special schools	1 043	359	-	170
<b>TOTAL</b>	<b>108 600</b>	<b>15 845</b>	<b>2 418</b>	<b>30 763</b>

**NOTE:** 'black figures apply to 'black' in DET areas only ie. excluding national and independent states. Only registered preschool institutions are included.

**SOURCE:** Central Statistical Services 4 June 1985:  
Educational Statistics 1984 and 1985. Summary  
Statistical News Release P23 Pretoria.

No data has been released nor research done to determine the extent of provision beyond 1985. By 1989 no formal pre-primary schools had been established for Indians or blacks. Provision in a variety of forms has developed however to cater for the increased demand.

Tables I to VI indicate the growth of educare facilities in South Africa over the period 1974 to 1985. The tables are not consistent in that terminology differs, and the periods between tables are not uniform. This is due to the fact that official and other research figures are not readily available and where they are the terms used differ markedly. What the tables do indicate is that overall the growth in the provision of facilities for educare in South Africa since the first centre was begun in 1932 has been slow. Where there has been growth it has been skewed in favour of white children with provision for black children being slowest. A full analysis of Educare provision is given in Chapter Five of this dissertation.

### **2.2.2 Training**

The first formal training for preschool teachers began in 1938 when a new Department at the Witwatersrand Technical College for the Training of Nursery School teachers was opened. In March 1939 a demonstration Nursery School with



36 children was opened at the Cape. In 1940 a 3 year diploma course for white Afrikaans speaking Nursery School Teachers was begun at Pretoria. By 1944 the premises at the Cape were no longer adequate and a new property, Barkly House, also in Claremont was bought for training purposes. In 1957 Barkly House was taken over by the Union Department of Education, Arts and Science, as a full State institution and in 1977 was transferred to the Cape Provincial Education Department. All along only white students were eligible for enrolment. As far as training for other statutory population classification groups is concerned Weber writes

'If the inauguration and development of the training for White Nursery School Teachers in South Africa was fraught with difficulties and frustrations, these were mild in comparison with the problems and obstacles which have hampered the development of Nursery School for Non-white Children and the training of Coloured, Indian and Black teachers and assistants for these' (Weber, 1978:33)

Prior to 1946 no authority assumed responsibility for the training of teachers who were not classified white although the Transvaal Native Education Department underwrote the certificate issued by the Anglican Mission to students who had been trained by them. In 1946 the Transvaal Native Education Department (TNED) took responsibility for non-white Nursery School Teacher Training at Ekutuleni. The TNED laid

down the syllabus, conducted examinations and issued certificates. Two year training of African Nursery School teachers was given at Edendale, Pietermaritzburg in 1947 under the control of the Natal Native Education Department. This course ceased in 1950.

At the same time there existed a need to develop training courses for child care personnel. The history of the provision of such courses follows a similiar pattern to the provision of formal Nursery Teacher Training, that is, training was given for white students only. The training of white Nursery School Assistants took place between 1936 and 1948 at several institutions. Between 1939 and 1958 white pupils writing standard eight examinations had the opportunity of doing 'child care' as a subject but by 1960 this course came to an end.

For coloured trainees an eighteen month training course for assistants was begun at Athlone, Cape Town in April 1952. This was funded by the Community Chest and run by the Athlone Nursery School Committee. Because only 22 trainees graduated over the following six years the Department of Education, Arts and Science ceased subsidy in 1958.

In 1954 Nursery Teacher Training for blacks was brought in

line with the Teachers Higher Course, which was a two-year training with Standard eight as an entry requirement. With the implementation of the Group Areas Act of 1950 and the Bantu Education Act of 1953 white staff members were withdrawn. In 1954 the Department of Bantu Education informed the authorities at Ekutuleni that at the end of 1956 the subsidies for teacher training would cease. This was later changed to 1957. In 1958 the last students wrote examinations at Ekutuleni.

The reasons for withdrawing these subsidies for teacher training and for ceasing training at Ekutuleni were given in a letter from the Director of Bantu Education, dated 6 June 1958. It read;

i.s. Die Opleiding van Kleuterskool  
onderwyserresse '...die Departement  
geen afsonderlike opleiding vir  
kleuterskoolonderwyserresse nodig ag nie,  
maar slegs 'n uitbreiding van die bestaande  
leerplanne in die vooruitsig stel, sodat  
kleuterwerk ook ingesluit word'. (Weber, 1978:37)

Between 1958 and 1969 there was no training for black Nursery School teachers. In 1956 a small group of Indian nursery assistants were trained at the Pretoria Technical College for eighteen months.

In 1960 the Athlone Group for Nursery Education acquired other premises in Athlone and in 1962 the Athlone Nursery School and Training Centre opened with the approval and financial support of the Administration of Coloured Affairs. This was an eighteen month course initially and in 1972 was extended to two years. Entry requirements were standard eight. The salaries of training staff were all paid and student fees were fully subsidised.

In 1969 the Department of Bantu Education started a two year post-Standard six course for the training of assistants in preschools at Jabulani Technical School in Soweto. In 1970 similiar courses were begun at Bakofeng and Umlazi and in 1974 a course was begun at Mdantsane.

In 1970 teacher training for white nursery school teachers was done at the four provincial Colleges of Education in the Transvaal. In 1972 a three year course was begun in Natal. In 1974 the Cape Education Department started training pre-primary teachers at Graaff Reinet and in the Orange Free State a fourth year in pre-primary work was started at Bloemfontein. From 1969 until 1989 the University of South Africa offered a two year post-tertiary correspondence course for the Diploma in Nursery Education. By 1974 fourteen different training institutions were training white

pre-primary teachers. For coloured and black teachers there was no equivalent training. By 1982 still no facilities for training black pre-primary teachers existed. Subsequent to this three colleges, one in Soweto and two in the Cape offered a Pre-Primary Course for black trainees. By 1989 each of these courses had ceased when they were integrated into the Junior Primary curriculum.

In the early 1970's the initiative for non-formal training was taken by a number of non-governmental training organisations. In 1972 the Early Learning Centre in Athlone was established with a research unit, the Early Learning Resources Unit (ELRU), starting in 1979. Here para-professional courses for teacher aides and principals/supervisors was begun. Grassroots Educare Trust, the Border Early Learning Centre and others soon followed. Non-formal para-professional training has developed extensively since then.

### 2.2.3 Funding

Financial support for educare has been particularly inadequate and has not matched the development of Centres or Training. The burden has fallen mainly on the private sector and welfare organisations.

During the 1930's pressure was put on the State to fund early childhood education by organisations such as the National Council for Child and Family Welfare and the National Council for Women. Because of this pressure, funds were made available for pre-primary education to the Free State and Transvaal Provincial Councils by the government. At the time the Department of Social Welfare subsidised several creches. Although many organisations felt that the State should support Nursery Schools more, very little was actually done. No Province made any subsidy contribution towards black preschool children. By 1958 the position for white Nursery Schools had changed slightly and for coloured, Indian and black children not at all.

In 1962 R345,000 was spent by the Provincial Councils in respect of white Nursery Schools as follows:

Cape	-	46,300
Natal	-	29,900
TVL	-	241,100
OFS	-	27,700

This represents 0,27% of the total amount spent on primary and secondary education by the same 4 provinces (Malherbe, 1977:376).

Twelve years later, in 1974, expenditure on white Nursery School provision for the four provinces was;

Cape	R472,000	ie. R100 per child per year
Natal	R467,000	ie. R150 per child per year
Tv1	R1,115,000	ie. R 87 per child per year
O.F.S	R492,000	ie. R200 per child per year

(Malherbe, 1977:377)

Before the enactment of the Bantu Education Act of 1953 small subsidies were paid in respect of black preschool children. This was paid through the Department of Social Welfare and amounted to ninepence per child per day. This was limited to children of bona fide working or work-seeking mothers. With this Act the State no longer subsidised preschool education directly. Until the Department of Education and Training began paying an education subsidy in 1982 financial support for preschools was left to the discretion of local Administration Boards. This situation obtains today in respect of Welfare subsidies for black children.

## CHAPTER 3

### EARLY CHILDHOOD EDUCARE POLICY IN SOUTH AFRICA

#### 3.1 Introduction

The National Party, the present ruling political party in South Africa, came to power in 1948 on a policy of racial segregation. This was euphemistically termed 'separate development' with the stated task of separating people on the basis of race. In pursuance of this policy education became an important means by which separate development was to be implemented. This chapter records existing legislation which impacts on educare in South Africa, traces the development of educare policy and then sets out the policy as it obtains today. Chapter Five then offers a critique of educare provision based on the facts presented in this chapter.

#### 3.2 Early Childhood Educare Legislation

Through the political process legislation emanates, which indicates the preferred policies and courses of action of the government concerned. Hanekom suggests that

'Public Policy is the product of the political process and is inescapable from politics or the political ideology of the government of the day'(Hanekom, 1987:69)



The constitutional framework of the Republic impacts markedly on educare policy. The Constitution Act of the R.S.A., No.110 of 1983, came into operation in 1984. The Act distinguishes between 'general affairs' and 'own affairs'. Section 14 (1) stipulates:

'Matters which specially or differentially affect a population group in relation to the maintenance of its identity and the upholding and furtherance of its way of life, culture, traditions and customs, are, subject to the provision of section 16, own affairs in relation to such population group'.

Section 16 stipulates that the State President shall decide whether a particular matter is to be regarded as an own affair. In Schedule 1 to the Act, Education and Welfare are referred to as own affairs in relation to each statutory population classification group. Education and Welfare, are thus legislated for by the separate legislative authorities of the House of Assembly (white), House of Representatives (coloured) and House of Delegates (Indian). Legislation on Education and Welfare for blacks outside the national states is dealt with by Parliament as general affairs legislation via the Departments of Development Planning (black welfare) and Education and Training (black education). Although each House is now a legislative authority much of the legislation affecting educare has been inherited from legislation made under the previously all white Parliament.

Legislation affecting educare is thus rooted in the racial divisions of the past. Various legislation affects early childhood educare in South Africa. The following are pertinent:

**3.2.1 The National Policy for General Education Affairs Act  
No.76 of 1984**

The National Policy for General Education Affairs Act (1984) gives statutory effect to the Governments intentions regarding general educational affairs.

The Act makes provision for the Minister of National Education to determine the general policy to be applied with regard to formal, informal and non-formal education in the Republic. Early childhood educare is not mentioned in the Act. There is however scope for inclusion of educare under the definition of non-formal education. Non-formal education is defined in the Act as

'...education, other than education contemplated in the definition of 'formal education', provided by any person, body of persons or institutions'

Section 60(c) allows the Minister or Ministers to make regulations as to the procedure relating to the registration of places of care and 60(3) makes provision for different

regulations in respect of different categories or classes of persons, institutions and places of care.

Section 61(1) allows the State President to assign the administration of the provisions of the Act, in respect of persons belonging to any specific class or category to any one Minister or partly to one Minister and partly to another Minister or other Ministers.

### 3.2.2 The Child Care Act No.74 of 1983

The Child Care Act No.74 of 1983 makes provision for the establishment of educare facilities which in the Act is termed a 'place of care'. A 'place of care' is defined as

'... any building or premises maintained or used, whether for profit or otherwise, for the reception, protection and temporary or partial care of more than six children apart from their parents, but does not include any boarding school, school hostel or any establishment which is maintained or used mainly for the tuition or training of children and which is controlled by or which has been registered or approved by the State, including a provincial administration. (Child Care Act 1983 1 (xxvii)).

Chapter 5 of the Act deals with Places of Care. Section 30(2) requires that no child may be received in any place of

care other than a place of care maintained and controlled by the State unless that place of care has been registered.

Section 56(2) makes provision for local authorities to make grants to associations of persons working in its area for the protection, care or control of children.

### **3.2.3 Legislation providing for Educare for White Children**

The provision of preschool education facilities was in the hands of the private sector until 1967, when, in terms of the National Education Policy Act No.39 of 1967, pre-primary education for whites became the responsibility of the provincial administrations and the training of teachers became part of this responsibility. The National Education Policy Amendment Act No.73 of 1969 allowed the Provinces to establish their own Nursery Schools where they deemed them to be necessary.

In giving effect to this Amendment Act the four Provinces amended their Ordinances to provide for the development and control of white pre-primary schools and the training of white pre-primary teachers. The relevant ordinances are; Cape No.20 of 1956, Tv1 No.29 of 1953, OFS No.12 of 1980, Natal No.46 of 1969.

The National Education Policy Amendment Act No.92 of 1974 gave recognition to pre-primary education in its definition of a school as

'any educational institution or that part of an institution at which education, including pre-primary education, is provided ... and which is maintained, managed and controlled or subsidised by the Department or a Provincial Administration'.

Education is defined as instruction, teaching and training provided to white persons.

#### **3.2.4 Legislation providing for Educare for Coloured Children**

In 1964 as a result of the Coloured Persons Education Act No.47 of 1963 the responsibility for coloured education was transferred to the Department of Coloured Affairs of the Central Government. No mention of early childhood educare was made in the Act.

In 1980 the Coloured Persons Education Amendment Act No.15 of 1980 defined a nursery school and provided for the establishment, erection and maintenance of Nursery Schools for coloured children. The Coloured Persons Education Amendment Act No.85 of 1983 deleted the term Nursery School and replaced it with the term Pre-primary school.

A Pre-primary school was defined as

'a school for the education of Coloured Persons above the age of 3 years who have not yet attained the age at which regular attendance at an ordinary school is compulsory and includes a class which is attached to an ordinary school in which Coloured persons receive education in the year preceeding the year in which regular attendance by them at an ordinary school is compulsory'.

The Amendment Act further made provision for the payment of grants-in-aid and loans to pre-primary schools.

### **3.2.5 Legislation providing for Educare for Indian children**

In 1965 Parliament passed the Indian Education Act No.61 of 1965 which provided for the transfer of the control of the education of Indians to the Department of Indian Affairs which was created in 1961. Although the Act made provision for the establishment of Nursery Schools the policy has been to subsidise private nursery schools registered with the Department of Education. The Indian Education Amendment Act No.39 of 1979 replaced the Nursery School definition with a definition of a pre-primary school.

A pre-primary school was defined as meaning

'a school for the education of Indians above the age of two years who have not yet attained the age at which they may be admitted to an ordinary school'.

The Act makes provision for the establishment, creation and maintenance out of school funds of pre-primary schools and for the award of subsidies or grants-in-aid and loans to the governing bodies of pre-primary schools subject to conditions as the Minister in consultation with the Minister of the Budget may determine.

### **3.2.6 Legislation providing for Educare for Black Children**

The South Africa Act (1909) placed control of all matters affecting black persons, except Education, in the hands of the Minister of Native Affairs. The control and financing of African education was vested in the provincial councils. No provision was made for Pre-Primary education. When the Bantu Education Act of 1953 was passed it, likewise, did not provide for preschool education.

The Bantu Education Act No.47 of 1953 was replaced by the Education and Training Act No.90 of 1979. This Act extended the scope and content of education and a clear policy was stated within which education would be managed, controlled and subsidised.

In this Act a Nursery School could be established, erected or maintained as a 'community school'. The Act was amended in

1984 by the Education and Training Amendment Act No.74 of 1984 to, amongst other things, include in the definition of education, education provided in any pre-primary school. A pre-primary school is defined as

'a school for the education of children of the age of 3 years and above but below the age at which they are admitted to any school other than a Pre-primary School'.

Section 5 of the amended Act allows for the establishment, erection and maintenance of pre-primary schools. Such schools would have to be registered in terms of Section 8 and be subject to conditions and regulations determined by the Minister. Section 9 makes provision for the payment of grants-in-aid or subsidies and loans to schools subject to conditions set by the Minister.

### **3.2.7 Summary of Early Childhood Educare Legislation**

Only token mention of early childhood education and care is made in the many education, child care and welfare Acts in operation in South Africa. The legislation which exists permits the development of early childhood educare services within the framework of separate development. This has resulted in different policies, structures and provision according to statutory population classification group. No single early childhood education Act aimed at providing



for the child of preschool age exists.

### 3.3 Development of Educare Policy in South Africa

The development of an Educare Policy until 1967 was slow and indecisive. Provision was mainly in the hands of welfare, church and private initiatives. A few pre-primary schools for white children and attached to training colleges had been established by the Department of National Education.

The first State involvement in the education and care of the young child came with ordinance 15 of 1930 in the Orange Free State which authorised the Administrator to subsidise the salaries of nursery school teachers. The other three Administrations followed suit. In 1939 regulations were promulgated in the Transvaal providing for financial assistance to nursery schools. In 1941 the Cape and Natal followed with similiar provisions.

By the early 1940's the early childhood movement in South Africa had gained momentum. As a result of the formation of the Nursery School Association of South Africa in 1939 more pressure was applied on the State to adopt a policy on early childhood education. Various committees and commissions, for

example, (The Nicol Commission 1939, the Wilks Commission 1946, the de Villiers Commission 1948, the Pretorius Commission 1951) made similar recommendations including that;

- the Provinces should control pre-primary education as part of the education system
- the State should finance, direct and supervise programmes
- preschool education should not be compulsory
- there should be no formal instruction.

Each of these commissions was concerned with the white child only. In 1951 the Report of the Commission on Native Education (Eiselen) included a section which recommended provision for the black child under the age of six and that this be co-ordinated with 'the other needs of Bantu development'. It was not incorporated into legislation though.

Even though pre-primary education was not part of the formal education structure, the provinces did involve themselves in white pre-primary education through financing schools which met requirements of the Departments and which were registered with them. This funding was obtained from the Central

government for purposes of erecting and maintaining nursery schools. No legislation or policy directives were however forthcoming from the State. This was due largely to the belief that the responsibility for the child's early education and care lay with the family and particularly with the mother.

The educare of young children was seen to be a welfare concern rather than an educational one. Successive Ministers of Education saw pre-primary education as being necessary for underprivileged children only. Jan Hendrik Hofmeyer, when Minister of Education in the Smuts government, was opposed to supporting nursery schools for the privileged class because he maintained

'...it encouraged mothers to indulge in frivolous forms of recreation such as playing bridge in the mornings, and so neglecting their infant children'. (Malherbe, 1977:368)

In 1946 the Education Committee of the Inter-Provincial Consultative Committee again expressed the view that Nursery Schools should eventually be part of the Educational system of South Africa and 'that it is imperative that Government support should be such that the voluntary agencies undertaking this service can function effectively' (Weber, 1978:80)

Until 1960 preschool facilities only needed to register with an authority in cases where a subsidy was being applied for. The Children's Act No. 33 of 1960 made it a requirement for any place providing care for more than six children to register with the local welfare department. This required meeting certain building, health and safety standards.

In 1960 the Schumann Commission was appointed to investigate the financial relations between the Central Government and Provincial Administrations. In its report in 1964, the Commission made recommendations regarding Nursery Schools. Among these were that:

- (i) Nursery School Education should be made the responsibility of the Provincial authorities;
- (ii) Nursery School Education should be an integral part of the Provincial education system;
- (iii) Nursery School Education should be available to all pre-school children whose parents desire it;
- (iv) Because of the nature of Nursery Education the staffing of Nursery Schools should be more generous than in the primary school;
- (v) Because of this and the serious shortage of trained Nursery School teachers, due to inadequate training facilities, the provinces should spend considerably

more on providing these and fostering Nursery Schools.

In order to enable the Provinces to carry out the above recommendations, the Commission suggested financial adjustment to the subsidy which the Central Government should make available to the Provinces. These were put into effect in 1970.

In 1969 change was brought about when the Minister of National Education decided that nursery school education for whites was to become the responsibility of the provincial education departments. All pre-primary schools were to;

- register with the respective departments
- meet certain requirements with regard to buildings, equipment, staffing and staff qualifications, enrolment and programme
- be subject to inspection

By 1978 no firm policy for coloured Pre-primary education had been laid down. Pre-primary education was seen as a private enterprise sponsored by churches, welfare and other organisations. A per capita grant in respect of children aged 3 - 6 was paid. This entitled the State to inspect

schools. For black and Indian children education policy only began to take shape during the 1980's. Arising out of the de Lange Commission Report the Government adopted its present policy on early childhood education.

### **3.4 Existing Preschool Education Policy**

Existing Early Childhood Education policy has been formulated on the basis of the ruling government's ideological preferences. Current government policy on education is spelled out clearly in the Government's response to the de Lange Commission Report. The White paper on the Provision of Education in South Africa (Republic of South Africa, 1983) records the government's position on education.

Education should allow full scope for self-determination for each statutory population classification group in regard to its education as an own affair in terms of the new Constitution of the Republic of South Africa.

With specific regard to the education and care of children aged birth - 6 the White Paper argues that:

(1) It is not realistic in terms of cost and manpower to

provide comprehensive provision of early childhood educare facilities and services at State expense. There should be development of such services by various Departments but should be limited to areas where the needs of small children are greatest. The initiative for educare provision should come from private welfare organisations.

(2) The government accepts that:

- a bridging period of one to two years aimed at promoting school readiness before basic education is started is necessary.
- the State would give high priority to the financing of such a period.
- attendance during this period cannot be made compulsory before the age of six.
- this can take place either in pre-primary classes which are attached to primary schools or in pre-primary schools itself.

(3) Each education department would be given the power to decide when and for how long a particular pupil should be in the bridging programme.

(4) The formal training of pre-primary teachers should be of three years duration. Students wishing to be

trained as pre-primary teachers must have at least a Standard 10 certificate.

Because of the fragmentation of educare into two functional and four racial structures the policy as implemented by each functional department and for each statutory population classification group is discussed in turn.

#### 3.4.1 White Preschool Education

The National Education Policy Act No.39 of 1967 makes provision for the education of birth - 6 year olds via the four provincial administrations. Each province through an Education Ordinance provides services for white children in that province.

In the Cape Province pre-primary education means 'instruction which is exclusively below the level of the syllabuses for the primary school course of the Department' (Cape Provincial Administration: Education Ordinance No.20 of 1956 sec 2 1(h) )

In the Orange Free State Pre-Primary education is not defined. Provision is made for pre-primary education through the definition of a school which is 'an institution



...which includes pre-primary education if five or more persons are present'. (Orange Free State Provincial Administration: Education Ordinance No. 12 of 1980).

In Natal a pre-primary school is defined as 'a school established for 20 or more children 3 years of age and over but below the compulsory age of attendance of school. (Natal Provincial Administration: Education Ordinance No.46 of 1969).

In the Transvaal Nursery School Education is defined as

'education provided for the purpose of promoting the harmonious development of the infant in respect of his spiritual, physical and intellectual welfare as well as his social, aesthetic, moral and religious moulding' (Transvaal Provincial Administration: Education Ordinance No.29 of 1953 2(xv) )

The policy of each of the Education Departments is to establish and maintain pre-primary schools on a limited basis and to determine the nature and extent of education to be provided. The Administrators may also make regulations in regard to various aspects of pre-primary schools.

The following policy criteria were adopted by the Provinces in 1972:

### **Centres**

Education departments are not compelled to begin pre-primary schools. Where schools are begun they can be of 4 types:

- (a) Provincial pre-primary schools
- (b) Provincially controlled pre-primary schools
- (c) Private subsidised Pre-primary schools
- (d) Private Pre-primary Schools

### **Registration**

No person may conduct a pre-primary school for 20 or more children unless it is registered with the Department of Education of the relevant Province.

### **Age of Admission**

Attendance at Pre-primary schools is voluntary. Children may not be admitted to a subsidised pre-primary school before the school term during which he attains the age of 3 years. Children may not remain in such a school after the last term of the year during which he attains the age of 6 years.

### **Funding**

Pre-primary schools are eligible for funding by Education Departments. These include those schools established and maintained by the Provinces themselves, by registered welfare organisations, by local authorities and by bodies

recognised by the Education Department. Pre-Primary Schools registered with Education Department but operated for profit do not qualify for funding. Subsidy takes the form of either the salaries of teachers holding approved posts or via the payment of a grant-in-aid. Education Departments may make building and equipment grants available to schools which receive or qualify for assistance from the Provincial Administration.

#### **School Fees**

Pre-primary education is not free. School fees can be levied on parents. The amount is determined by the school management body.

#### **Programme**

The programme followed at a pre-primary school must be approved by the Department and the medium of instruction of a child in a subsidised pre-primary school must be exclusively the home language of the child. The length of the school day should not be less than four hours.

#### **Building and Equipment**

Each provincial department has its own building and equipment requirements. An example of the requirements at subsidised pre-primary schools under the control of the

Transvaal Education Department are listed as appendix A.

### **Inspection**

An inspector of education shall have access to pre-primary schools in order to inspect the school and to report to the Education Department.

### **Teacher Training**

Training of professional teachers for pre-primary education is undertaken by teacher training colleges under the control of each Education Department and by Universities. State bursaries are available. These have service contracts attached to them.

#### **3.4.2 Coloured Preschool Education**

Preschool education for coloured children falls under the control of the Administration: House of Representatives; Department of Education and Culture. The Department does not establish pre-primary schools. It is the policy of the Department to provide Pre-primary classes in Primary schools in order to reduce the high rate of failure in primary schools. The Department finances pre-primary provision through paying salaries of approved posts and via an education grant-in-aid in certain cases. This is

generally for all 3 - 6 year olds in the Centre. Centres receiving grants-in-aid are subject to Departmental inspection and must meet education programme and building standards. No funding is available for buildings or renting of buildings for pre-primary schools.

The Department provides a three year pre-primary teacher training course at one college and approves the syllabuses, controls the examinations and issues the certificates.

#### **3.4.3 Indian Preschool Education**

Preschool education for Indian children falls under the control of the Administration: House of Delegates; Department of Education and Culture. The Department does not provide any pre-primary schools and relies on the establishment of these services and facilities by private initiative and welfare organisations. Two categories of school exist namely private and grant-aided. Each is required to register with the Department.

The Department encourages school readiness by allowing the use of school premises for this purpose. The Department does pay grants-in-aid to schools which are registered and

established by welfare and religious organisations on the following conditions;

- (1) the governing body of the school must be a registered welfare organisation, recognised religious body or an association not for gain with one of its objectives the establishment, maintenance and management of pre-primary schools.
- (2) The daily average attendance must not be less than 10 children who shall be over the age of two but below the minimum age for admission to a primary school.

Building subsidies are available for the erection or establishment of a pre-primary school or towards the alteration of an existing pre-primary school building. These are available only to approved registered schools not conducted for profit. This subsidy cannot exceed 50% of the final costs of erection or R50,000 whichever is the lesser. The Centre must also operate for a minimum of 10 years otherwise part of the subsidy must be repaid. Subsidy towards the cost of equipment and furniture are also available.

#### 3.4.4 Black Preschool Education

In terms of section 8 (1) of the Education and Training Act No.90 of 1979 any person or organisation wishing to provide preschool education to black children except at a State school, must register with the Department of Education and Training as a school and may not provide such education until registered. The Department does not provide any pre-primary schools. Bridging classes do exist at certain primary schools.

Requirements to be complied with for registration are stipulated as follows:

- To be admitted, pupils may not be younger than three years and not older than the age at which they may be admitted to any school other than a pre-primary school.
- The medium of instruction should be the mother-tongue of the child.
- The school calendar, as determined by the Department, will apply. The length of the school day may not be less than five hours.
- The persons responsible for the instruction should be in possession of appropriate qualifications.
- An approved educational programme must be followed.

- A maximum of 30 pupils per teacher is permitted. However, where a trained pre-primary teacher is in control of a class the numbers may be increased to a maximum of 40 pupils, provided a helper is made available to provide support for the teacher.

A creche-cum-pre-primary school must comply with the requirements and standards laid down by the Department of Development Planning. These are appended as Appendix B. All schools must also comply with the requirements laid down by the local health authorities.

An education subsidy is currently payable to those pre-primary schools whose buildings do not belong to or are not being maintained by the Department of Education and Training and if all the conditions for registration and other requirements have been complied with and if the necessary funds are available.

The subsidy is paid quarterly to the institution concerned in four equal instalments, and is determined by the actual number of children enrolled who attend school daily.

The following directives apply to the spending of the subsidy:



One third ( $\frac{1}{3}$ ) for educational apparatus

One third ( $\frac{1}{3}$ ) for staff members salaries

One third ( $\frac{1}{3}$ ) for consumable goods (food, paint, paper, etc.)

The Director-General may withdraw any condition with regard to subsidisation or amend or impose further conditions as he may think fit. If any condition of registration or other requirement is not complied with payment of the subsidy may be suspended.

A recent amendment of this policy has resulted in

'...subsidies for institutions not presently being subsidised are to be withheld until such time as greater clarity is obtained regarding the financing of pre-primary education'. (DET ref 6/22/1 personal letter from Acting Director-General: Education and Training dated 13.12.88)

### **Teacher Training**

No preschool educare Teacher Training is provided for Black student trainees.

### **3.5 Existing Preschool Care Policy**

The provision of care services and facilities is regarded

by the State as a welfare service for the disadvantaged. In terms of the Child Care Act all places of care providing for the care of more than six children must be registered with the relevant government department. Each department for the different statutory population classification groups has its own policy and children may only be enrolled in places of care set aside for that group. This means that a child who is not white may not be admitted to a Centre under control of the Administration : House of Assembly; Department of Health Services and Welfare for example.

Other policy directives include;

- It is not the State's role to provide Places of Care for children. Existing legislation makes no provision for this and the task falls on welfare organisations, churches, the private sector and private initiatives.
- The State provides financial support to places of care via welfare subsidies payable to Centres for qualifying families.
- Children may be enrolled in places of care from the age of one month until the age of six years.

- The State provides formal training for educare workers, other than pre-primary teachers, at various technical colleges. These colleges cater for separate statutory population groups in terms of own affairs legislation.
- Where children aged under three years are cared for or where fewer than 20 children aged 3 - 6 are educated, the Centre must be registered with the relevant Department of Health Services and Welfare or in the case of black children with the Provincial Administration.
- Where Centres combine the age groups birth - 3 and 3 - 6 and there are more than 20 in the later group double registration is necessary.

#### 3.5.1 White Preschool Care

The Administration: House of Assembly; Department of Health Services and Welfare, is the 'own affair' authority for white places of care. The Department registers centres and lays down standards regarding the physical building, medical care, equipment and staff:child ratio's. These standards are recorded in the Department's Manual on Creches (No.8 of 1970). Once these requirements are met the Centre may function. A per capita subsidy is payable to qualifying

families. In 1989 the subsidy is R2.00 per qualifying child per day. Loans may be granted to registered Welfare Organisations for construction of centres. These are loaned at an interest rate of 1% repayable over 40 years. Playgroups and home-based provision do not receive any financial support. Playgroups and home-based programmes with seven or more children must however register with the Department.

### 3.5.2 Coloured Preschool Care

The Administration: House of Representatives; Department of Health Services and Welfare registers, lays down standards, subsidises and inspects Centres for coloured children. Before a Centre will be considered for registration a certificate is needed from the local authority certifying that the building and general health services meets required standards.

The Policy of the Department is that all children may attend Centres registered by it but that preferences is given to coloured children.

Subsidies, subject to certain conditions, are payable at the rate of R1,20 per qualifying child per day. A 100%

building loan is available to welfare organisations wishing to erect buildings. The interest rate is 1% and the loan is repayable over a 40 year period. In the case of existing buildings the department pays 75% of the rental of the building, estimated on a pro-rate basis of the number of subsidisable attendance days as against the total number of creche days.

### **3.5.3 Indian Preschool Care**

The Administration: House of Delegates; Department of Health Services and Welfare registers, subsidises, lays down standards and inspects Places of Care for Indian children. Before a Centre is registered the local authority must ensure that the building, health facilities, and services comply with regulations.

Subsidies of 80c per day are payable to Centres for qualifying children. Certain requirements must however be met. Playgroups and home-based provision for more than six children are required to register. No funding is available for these types of provision. Building loans are available to registered welfare organisations for the building of creches. The rate of interest on loans is 1% and loans are repayable over a period of 40 years.

#### 3.5.4 Black Preschool Care

The responsibility for Places of care for black children rests with the Department of Development Planning which has delegated its powers to the various Provincial Administrations. Community Services divisions of the four Administrations register and conduct inspections of Centres. Local Town Committees exercise various degrees of control and are responsible for site allocation and erection of buildings.

The Department of Co-operation and Development Manual on Crèches 1980 TA 113/202 compiled by the Social Development Division outlines the policy for black preschool care and gives general guidance to existing crèches and to those intending to start crèches.

The policy includes;

- Crèches should be initiated through the community itself.
- No child may be received in a place of care which is not registered.
- Age range is usually 1<sup>1</sup>/<sub>2</sub> years - 7 years.
- Hours are usually 7am - 6pm each day.

- Nursery schools not registered or controlled by provincial education departments are classified as places of care.
- By-laws and requirements of local authorities have to be strictly adhered to.
- The Department does not allow the establishment of multiracial organisations and such organisations may not run crèches.
- Sites in black areas are allocated only to blacks.
- In urban black areas the local Town committee has to provide the buildings.
- Where white organisations run creches they must find suitable blacks to be trained to manage the Centre. A white organisation will receive provisional permission to temporarily manage a Centre only if the Department is satisfied that no suitable blacks can be found to undertake the Management.
- Churches are not permitted to run creches.
- The Department requires provision to be made in the constitution of black organisations to allow the Director of the Local Town Committee to attend meetings.
- Staff of creches may consist only of black persons.
- Local Town Committees assist creches financially from their revenue accounts.

There is no welfare funding via subsidy payable for black children and parents are expected to cover the costs of the service.

## CHAPTER 4

### THE STRUCTURE AND PROVISION OF EDUCARE IN SOUTH AFRICA

#### 4.1 Introduction

In this study the Educare structure means the organisational framework within which educare exists and the relationships between components of that framework.

In most countries the Educare structure is usually one of three types:

- (1) A division of responsibility between two ministries based on function and age. This is normally divided as follows: birth to two years under the control of a Welfare or Health Department and children aged three till school-going age are placed under the control of an Education Department.
- (2) A division of responsibility between two ministries with the Ministry of Health or Welfare controlling provision of full day services from age birth to six and the Ministry of Education controlling half day and part-time provision of children aged four to school going age.



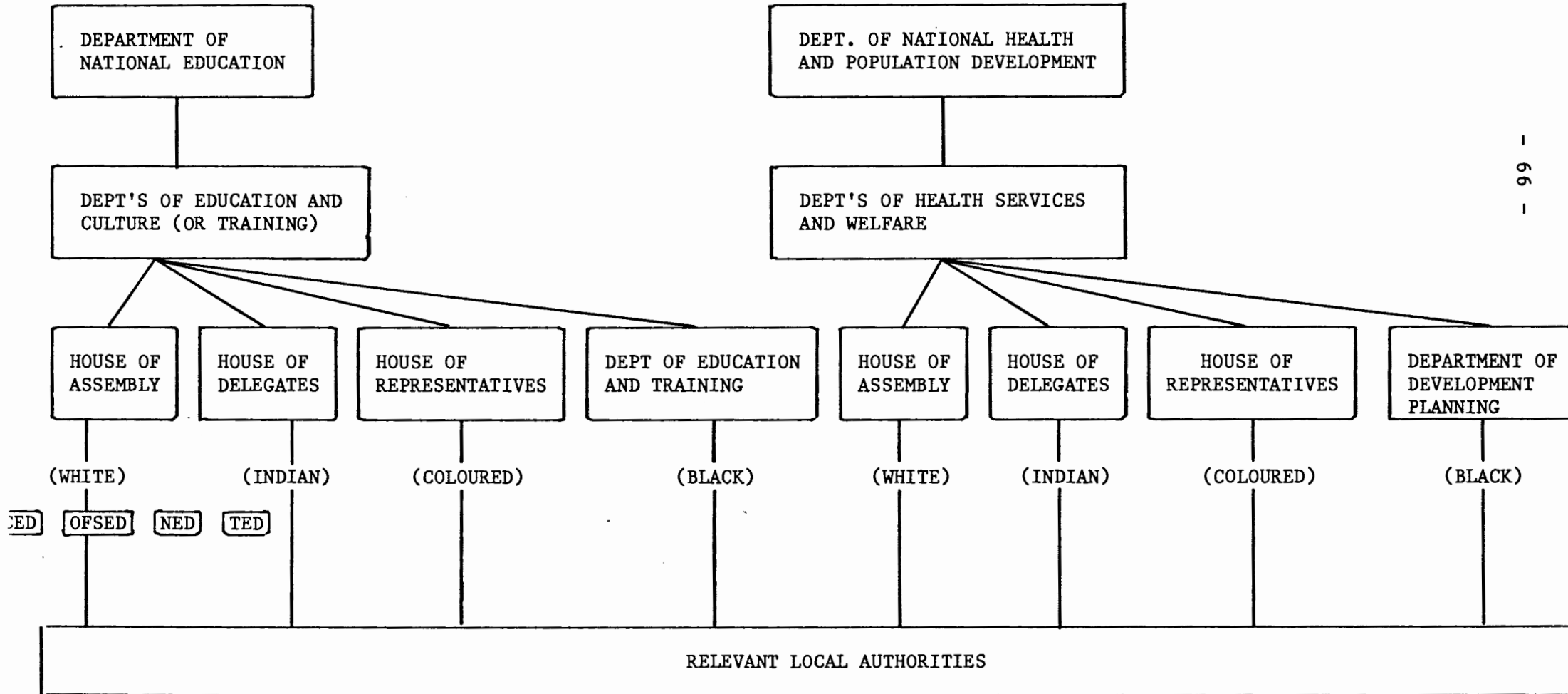
- (3) One ministry with responsibility for all preschool education and care services for children of all ages before age of school entry.

Educare in South Africa is divided according to two criteria namely, race and function. Firstly, in line with Section 14(2) of the South African Constitution Act, educare services for each statutory population group is provided separately for that group within the group's own cultural and value framework and is administered as an own affair by a Minister who is a member of the Council of Ministers concerned. Secondly, educare is split between two functional departments, those of Education and Culture and Health Services and Welfare in the case of whites, coloureds and Indians and the Departments of Education and Training and Development Planning in respect of blacks.

This is graphically represented in diagram 1.

DIAGRAM 1

STRUCTURE FOR EDUCARE PROVISION IN SOUTH AFRICA - 1989



## **4.2 The Educare Structure in South Africa**

Responsibility for educare in South Africa lies with many authorities who have an interest in terms of either the function of the authority (education or health services and welfare) or the statutory population classification group concerned. Fourteen Central Government departments are directly involved in Educare. This excludes those authorities in the Transkei, Ciskei, Venda, Bophuthatswana and the self-governing territories.

### **4.2.1 Educare Structure for Whites**

Educare for whites is the responsibility of two separate departments, Education and Culture and Health Services and Welfare. The Department of Education and Culture delegates control of education to Education Departments of the Provincial Administrations. Each Education department is headed by a Director of Education who is the Department's Chief Executive Officer.

The main function of the Director is to plan, control and direct education practice in the province. Within each Education Department, a division for pre-primary education exists which is usually headed by an Inspectress.

The Department of Health Services and Welfare has full responsibility for all forms of preschool provision excepting pre-primary schools as provided by the Provincial Administrations. However, where pre-primary schools operate beyond half days and during school holidays the Department has responsibilities. The Department is responsible to a Minister in the House of Assembly and its Chief Executive Officer is the Director-General of Health Services and Welfare. This post must be filled by a registered medical officer. The Department has various regions headed by Regional Representatives and has powers to register, inspect and subsidise various forms of provision including educare centres, crèches, and day care centres.

#### **4.2.2 Educare Structure for Coloureds**

Educare for coloured preschoolers is the responsibility of two departments within the Administration: House of Representatives. The Department of Education and Culture controls education centrally unlike white education where decentralization exists through the provincial administrations. The Department is headed by a Minister in the House of Representatives. Its Chief Executive Officer is the Director of Education. Within the Department a

division of pre-primary education exists headed by an Inspectress/Subject Advisor.

The Department of Health Services and Welfare in the House of Representatives has responsibility for all forms of preschool provision excepting formal pre-primary provision. The Department is headed by the Minister of Health Services and Welfare and the Chief Executive Officer is the Director-General. This post must be filled by a Medical Officer. The Department has various regions headed by Regional Representatives. The Department registers, subsidises and inspects all forms of provision.

#### **4.2.3 Educare Structure for Indians**

The educare structure for Indian Preschoolers is very similar to that for Coloured preschool children. The responsibility for educare lies with two departments within the Administration: House of Delegates. The Department of Education and Culture controls education centrally mainly because of the small number of Indian people who are concentrated in one geographic area. The Department is headed by a Minister in the House of Delegates. Its Chief Executive Officer is the Director of Education. Within the Department a division for pre-primary education exists.

The Department of Health Services and Welfare in the House

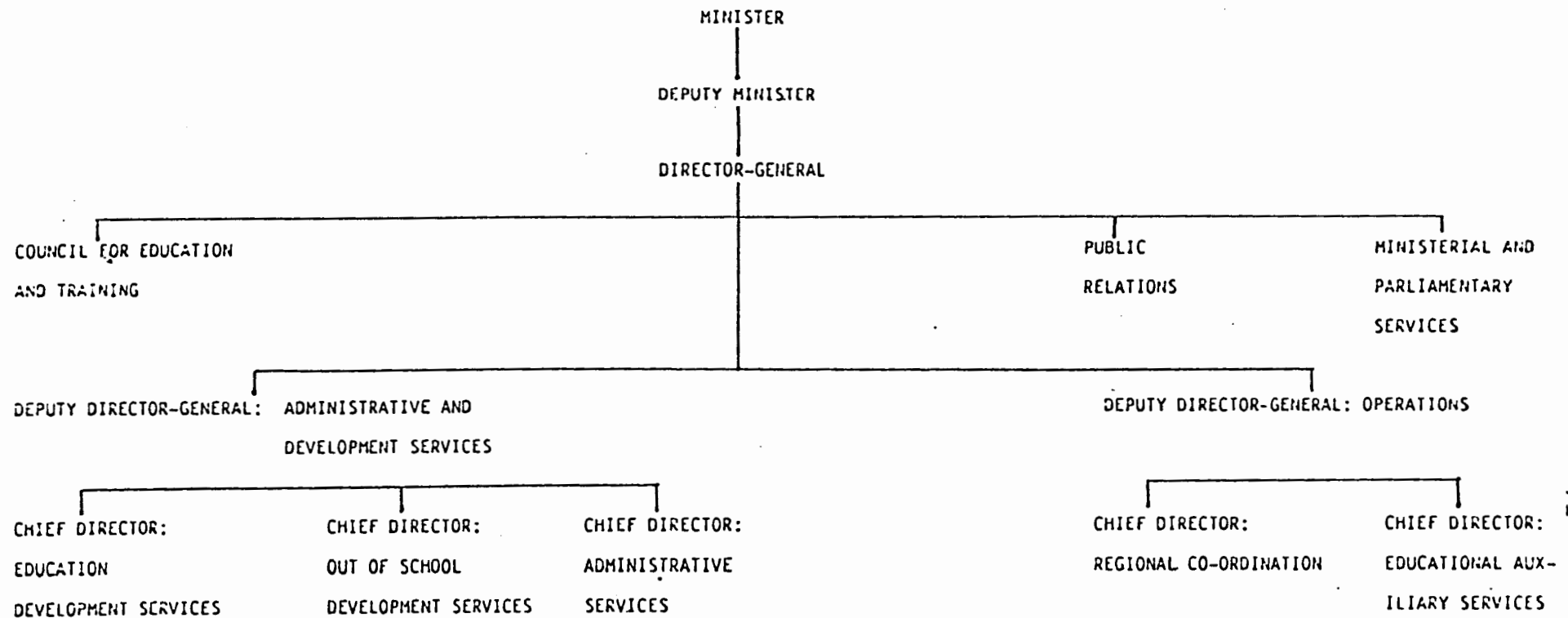
of Delegates has responsibility for all forms of preschool provision except formal pre-primary provision. The Department is headed by the Minister of Health Services and Welfare and the Chief Executive Officer is the Director-General. This post must be filled by a Medical Officer. The Department has various regions headed by Regional Representatives. The Department registers, subsidises and inspects all forms of provision.

#### **4.2.4 Educare Structure for Blacks**

Whereas the educare structures for Indian and coloured children are similiar, the structure for black preschoolers is similar to that for white children differing in that education is centralized within a State Department and the welfare services are delegated to the four Provincial Administrations, that is, the reverse of the white structure.

The Department of Education and Training has responsibility for black Education. This Department is headed by a Minister in the Cabinet. Control is thus centralized within one department although regional decentralization does occur but these regions have no legislative or policy making powers. The Chief Executive Officer is the Director-General. Within the Department is a Division for Pre-primary education headed by a Senior Deputy Education Specialist. This structure is shown in Diagram 2.

DEPARTMENT OF EDUCATION AND TRAINING



DIVISIONS

- \*Pre-primary and Primary Education
- \*Secondary Education
- \*Secondary Technical Education
- \*Subject Advisory Services
- \*Development Supportive Services
- \*Education Media Services
- \*Educational Technology

DIVISIONS

- \*Adult Education
- \*Teacher Training
- \*Technical Colleges
- \*Universities and Technikons

BRANCHES

- \*Management and Logistic Services
- \*Personnel Management
- \*Buildings
- \*Financial

DIVISIONS

- \*Regional Co-ordination
- \*Special Assignments
- \*Community Communication
- \*Social Services

DIVISIONS

- \*Examinations
- \*Statistics
- \*Special Education
- \*Educational Auxiliary Services
- \*Personnel Development
- \*Liaison with Self-Governing Territories and Independent States

Source: Department of Education and Training  
Annual Report 1986

The structure of Health Services and Welfare for black children is similar to the structure of pre-primary education for white children. Health Services and Welfare is the responsibility of the Department of Development Planning. The Department has however delegated its powers to the Community Services Sections of the four Provincial Administrations. The Community Services sections have responsibility for registering, subsidising and inspecting preschool institutions excepting formal pre-primary schools falling under the Department of Education and Training.

#### **4.2.5 The Role of the Local Authority within the Educare Structure**

Before any preschool institution can be registered the local authority has to recommend the use of the structure/building in which the service is to operate. The local authority thus has an important role in preschool provision and forms a part of the educare structure. The larger local authorities such as Cape Town, East London, Durban, Johannesburg, Pretoria and Bloemfontein have regulations, by-laws and standards which have to be met before approval for a service to proceed is granted. Smaller local authorities use the regulations of these larger local authorities. Criteria for approval differs



between local authorities and generally covers the following:

- (i) space standards
- (ii) structural requirements
- (iii) health and safety requirements
- (iv) sanitary and ablution requirements
- (v) food
- (vi) records
- (vii) fire protection
- (viii) staffing
- (ix) equipment

#### **4.3 Educare Provision in South Africa**

The provision of early childhood education and care services in South Africa has traditionally been the responsibility of welfare organisations, charities, the church and the community. In the last decade there has been an emergence of private business initiatives where individuals have established educare centres for profit. State provision, with the exception of a small number of pre-primary schools for whites, has been nil despite the large number of children for whom substitute provision for various reasons is essential. Where provision has occurred

it has been through an array of forms of provision including nursery schools, playgroups, play centres, crèches, day care centres and home-based provision. Each of these forms of provision have different origins, philosophy, operation, functions, standards and costs but they have a common goal - to serve preschool children and their parents. Each of these forms of provision takes place within the State framework of separate racial development, that is, for the exclusive use of that statutory race classification group only. The writer will illustrate provision as it obtains today.

#### **4.3.1 Forms of Educare Provision**

Legal definitions and common usage has made it difficult to define the various forms of provision accurately. The following is an attempt to characterize the different forms of provision focusing especially on organisation, type of accommodation, hours and staffing. These forms of provision represent the mainstream of institutional facilities for children aged birth - 6 years in South Africa.

##### **Pre-primary Schools**

This is a separate institution located within the formal

education structure operating during school hours and school terms only. The main intention of such provision is the developmental needs of children who are not necessarily of working parents. The age group catered for is usually 3-6 years. Staffing conforms to high standards with only formally trained teachers being employed. Meals may or may not be provided. Parents pay a fee for the service. Because of the hours (mornings only) this service is of little use to working mothers.

#### **Pre-primary classes**

These classes have the same function as Pre-primary schools but they are attached to Primary schools. Fees are usually low. Children usually attend for one or two years before Primary school.

#### **Educare Centres**

Combines the function of the Pre-primary school and the Day - Care centre by employing trained staff to provide a quality education programme for children who require all day care as well. The age range is birth - 6. Operates all year round, and is of particular value to working parents.

### **Crèches**

A crèche is a day care centre designed to provide for the physical well-being (care) of more than six young pre-school children of working parents during their hours of work. Its function is mainly custodial and they are usually set up by welfare organisations. Parents pay a fee for the service. The Crèche could operate either full or half day.

### **Day Care Centres**

Provides care in a group setting for children whose parents work or who are considered in need of care. Day care can be either full day or half day. The service operates all year round and generally from 7.00am - 6.00pm. Staff are usually non-formally trained with some unqualified assistants.

### **Playgroups**

Are organised by parents or private individuals and provide playgroup experiences informally. Parent self-help and participation in the children's learning experiences is emphasized. Groups of 6 - 20 children meet for 2 - 3 hour

sessions either daily or on selected days. Fees may be charged.

### **Home Educare**

Home-based programmes provide for children usually aged birth - 3 custodial care with a stimulating education programme. These programmes may or may not be attached to a Centre-based project. In terms of the Child Care Act up to six children may be enrolled in each home. Fees are paid by the parents.

### **Childminding**

The main purpose of childminding is the custodial care of the child. Provided in a home for all ages of preschool children by private arrangement with parents. Up to six children may be kept in such a home in terms of the Child Care Act of 1983. Payment is made directly to the childminder by the parent.

No up-to-date figures on preschool educare provision exists. Where figures are available, comparison with other research is difficult since terms are often used interchangeably and certain form of provision excluded. Whatever the form of provision the demand exceeds the availability of places as long waiting lists are common.

#### 4.3.2 Provision Agents

The forms of provision set out in the previous section are provided by five main agents. These are the State, local authorities, welfare agencies and churches, Community organisations and private individuals. Provision efforts of each of these agents is discussed in turn.

##### The State

The State has declared that it is not its role to provide educare services but to facilitate and support provision and has not involved itself directly in provision but has allowed the various provincial administrations to establish and maintain pre-primary schools for whites attached to training institutions. There has also been involvement in pre-primary classes all of whom are attached to primary schools. There has been no State provision in any other form. This has been the responsibility of welfare organisations, community groups and private initiative.

The State has however committed itself to the provision of bridging classes attached to primary schools for black children mainly. A statement on this development was issued

by the Minister of Co-operation, Development and Education, Dr G Viljoen on 2 May 1985 in Parliament. He indicated that

'... particular attention should be given to ... a large increase in the provision of pre-primary education aimed at school readiness and the introduction of a 'bridging period' between home and formal school.'

The bridging year concept was discussed in the previous chapter.

### **Local Authorities**

In South Africa local authorities, excepting the Cape City Council, do not provide educare facilities or services.

### **Welfare agencies and churches**

The responsibility for the provision of educare services has fallen on welfare organisations and during the past decade on churches. These centres are operated on a non-profit basis and exist on parents fees and public funding. Centres are usually controlled by the Welfare organisation or a branch or sub-committee directly and in cases of church provision, by the Church Council. Where this is the case the management body usually consists of professional people and volunteers.

Children who are enrolled are usually from families on welfare or who are connected to the church.

### **Community organisations**

A variety of community organisations provide educare facilities and services. These include parent groups, civic associations, education trusts, street committees, advice offices and women's organisations. The services are run by elected members of the community, are based within the community it serves and parent involvement is usually a major focus of the service.

### **Private Provision**

Many initiatives are sponsored by private individuals who expect that the service they offer will generate an income for themselves. For this a trading licence is necessary. It is a fact that in many cases owners of private educare centres do, in order to make a profit, have larger groups than normal, poorer staff-child ratio's, less nutritious food and inadequate educational programmes. On the other hand private provision can offer high quality educare but usually at a cost which few parents can afford to pay. With private provision there is no parental involvement in the control of the organisation.



#### **4.3.3 The Extent of Educare Provision in South Africa**

Table VI indicated that by 1985 only a small minority of preschool age children in South Africa attend preschool institutions. No data or information is available beyond 1985. What is striking however is the great variation in provision for the different statutory population classification groups. In a study among black urban working women it was found that 50% relied on child care arrangements within the family and paid for the service, 6% hired domestics, 23% used childminders and only 14% had access to educare centres mainly in the form of crèches. (Cock et al, 1984:20) It was also found that some children were being left alone. These findings confirm the desperate shortage of and great need for provision. Where provision has occurred it has been provided by welfare organisations, churches, community organisations and individuals mostly without government subsidy.

##### **4.3.3.1 Centres**

The development of Centres in South Africa was described in Chapter Three. Figures compiled by The Urban Foundation (1984:41-43) indicate that there were 1866 Preschool Centres in South Africa in 1984. Of these 1419 (76%) were for white children, 163 (8.7%) were for coloured children, 31 (1.7%)

were for Indian children and 253 (13.6%) were for black children. Other figures produced for the number of children in provision show that of a total of 157 626 children in Centres 108 600 (69%) were white, 15 845 (10%) were coloured, 2 418 (1.5%) were Indian and 30 763 (19.5%) were black. (Van den Berg and Vergnani, 1986:55)

Accurate figures in the Cape City Council Municipal area are available . A Cape City Council report states that there are 235 registered Child Care Centres in Cape Town catering for 16 010 children. Of these, 135 Centres (7880 children) operate on a full day basis. The situation is described as follows:

'...this leaves a shortfall of 17 720 full-day places for children of parents who both work and of single parents. This in itself is more than the total number of places in all centres in the city.' (Adams, 1988:7)

Provision for under two's is made at two registered infant units which cater for 70 out of an estimated 10 000 infants under the age of 2 (Adams, 1988:7).

#### 4.3.3.2 Teacher Training

Teacher training is provided in South Africa by an array of training institutions and is either formal or non-formal.

Formal training is provided by State or Provincial Administration training colleges and is exclusively for certain statutory population classification groups. Non-formal training is provided by privately funded non-governmental organisations.

For whites there are fourteen institutions, nine in the Transvaal, one in the OFS, two in Natal and two in the Cape Province. All are 3 or 4 year courses with Matric as an entry requirement. For coloureds one training college is situated in Athlone, Cape. For Indians there are two training colleges, one in the Transvaal and one in Natal. These courses are mainly junior primary oriented because the Department has no departmental pre-primary schools. For blacks training takes place at a College of Education in Soweto. As with Indian students these courses have a strong junior primary emphasis. The University of South Africa offers a correspondence training course for all population groups.

Various technical colleges offer training of educare assistants at a level below the pre-primary teacher. The colleges are also racially exclusive and entrance qualification is Standard 7. The course is either 18 months full-time or 3 year part-time.

Non-formal courses are offered for teacher assistants, aides and helpers. This is provided by organisations such as Grassroots Educare Trust, the Early Learning Resources Unit and the Border Early Learning Centre. Training is done whilst participants are in-service and is offered at levels for either supervisors or assistants. These courses are certificated and are non-racial although it is mostly coloured and black teachers who undergo the training.

The most established of these programmes is offered in the Western Cape by the Early Learning Resources Unit which offers a variety of training courses, either inservice or part-time, both locally and nationally.

#### 4.3.3.3 Staffing

The standard of educare depends mainly on the number of trained staff, the quality of their training and the staff-child ratio. The Urban Foundation Report on Future Trends in South African Education states

'The single most important factor in determining the standard of preschool education is competent and trained staff.' (Urban Foundation, 1984:24)

Reilly and Hofmeyer comment that

'The presence in preschool centres of adults who understand the needs of young children and are trained to support and guide them in their development is probably the most important determinant of the standard of education and care rendered in a Centre.'  
(Reilly and Hofmeyer, 1983:75)

The approximate percentage of qualified teachers in preschool Centres for White children in 1978/79 is shown in Table VII.

**TABLE VII**

**PERCENTAGE OF QUALIFIED PRE-PRIMARY TEACHERS IN  
PRE-SCHOOL CENTRES FOR WHITE CHILDREN - 1978/79**

Type of pre-school centre for white children	Percentage of qualified pre-primary teachers
Provincial pre-primary schools	90,8 (1978)
Provincially controlled pre-primary schools	65,12 (1979)
Private subsidised pre-primary schools	54,16 (1979)
Private pre-primary schools	41,37 (1979)
Crèches-cum-pre-primary schools	37,17 (1979)
Crèches	7,99 (1979)

(Source: Reilly and Hofmeyer, 1983:76)

In coloured, Indian and black centres the position is more critical. In a survey of 86 Centres for coloured children it was found that only 21% of the teaching staff were qualified as Preschool teachers and that 51% of teacher aides employed in Preschool Centres in the Cape had no more than a Std 5 level of education. (Short and Biersteker, 1979:39-41)

Garrib (1978:42-50) reported the qualifications of teaching staff in Durban and Pietermaritzburg as follows:

**TABLE VIII**

**PERCENTAGE OF STAFF WITH PRE-PRIMARY/NURSERY SCHOOL QUALIFICATIONS  
DURBAN/PIETERMARITZBURG - 1978**

Population group	Qualified teachers	Total number of staff	Percentage
black	50 (including qualified aides)	135	37,04
coloured	13	51	25,49
Indian	28 (qualified aides only)	78	35,90

The 1982 Annual Report of the Department of Education and Training indicates the level of black pre-primary teachers training at the pre-primary schools registered with it. Out of a total of 168 teachers at these schools only 69 were qualified.

Furthermore, out of the 69 qualified teachers only 47 had pre-primary qualifications; the rest of the qualified teachers had standard 6 and 8 only. On the whole 44% of all the teachers had standard 6 as highest qualification; 27,4% had only standard 8; ,6% had standard 10 and 28% had a pre-primary qualification. (Urban Foundation, 1984:25) No updated information on staff qualifications is available.

Besides staff qualifications the adult: child ratio is also of utmost importance. Adult-child ratio's in white pre-primary schools is determined by the Provincial Education Departments. The Education departments stipulate one teacher to 20 children generally although allowance is made for a 1:22 ratio. In forms of provision other than pre-primary schools, the adult:child ratios differ according to age group. The Manual on Crèches of the Department of Health Services and Welfare stipulate the following ratios:

Children under two years	1:8
Children aged 2-4	1:15
Children aged 4-6	1:20

These figures are considered desirable by professionals in the field and are generally maintained in white educare provision.

At Indian Centres, Garrib (1978:149) found a ratio of 1:28 children in the Durban and Pietermaritzburg areas. Not one of the 78 teaching staff at Indian Centres was a qualified Nursery school teacher. Research conducted on coloured adult:child and teacher:child ratios indicate a great variation in ratios. Short and Biersteker (1979:39-41) found that the average adult:child ratio in half day preschool centres was 1:33 and the average teacher:child ratio to be 1:37. At full day Centres the adult:child range was 1:7 to 1:40 and the teacher:child ratio ranged from 1:53 to 1:104. Haarhof (1980:14) found the average adult:child ratio in Port Elizabeth/Uitenhage for coloured children to be 1:18 and the teacher:child ratio to be 1:99.

In black Centres there is also a wide variation in adult-child ratios. The Urban Foundation commissioned studies (Garrib, 1978; Haarhof, 1979; Nicol, 1980) which indicated the following average adult-child ratios:

Durban/Pietermaritzburg	1978	1:30
Port Elizabeth/Uitenhage	1979	1:35
East London/Ciskei	1980	1:29



#### 4.3.3.4 Physical Standards

No uniform set of physical standards for buildings for preschool children exists. The racially exclusive and professionally fragmented departments responsible for educate all set different physical standards. Besides this the vast number of local authorities in existence also set standards which have to be achieved.

Pre-primary schools for white children have to comply with standards laid down by the Provincial Education Departments as conditions of registration. These standards include minimum specifications for indoor and outdoor space, toilets, offices, kitchen size and storage space. These standards are high and supportive of a good quality education programme. The Centres are generally custom and single-purpose built. A few are housed in converted premises which are used only for pre-primary education purposes. Very few are housed in church and community halls.

Centres other than formal pre-primary schools are subject to standards laid down in the Department of Health Services and Welfare Manual on Creches (No. 8 of 1970) and by the local authority. The standards set by the Department are uniform

for all white Centres. Standards set by the Local authority vary between local authorities.

No standards are set down by the House of Representatives for registration of coloured pre-primary schools. Where schools receive state funding the Department can, at its discretion, decide whether or not the building is suitable for use as a pre-primary school. Standards at Centres, other than formal pre-primary schools, are laid down by the local authority concerned. Where a Centre is erected using Housing Fund money then the building must comply with standards of that State Department. These are the same for all statutory population registration groups.

Standards at Centres for Indian children, other than formal pre-primary schools, are laid down by the local authority concerned. Where a Centre is erected using Housing Fund money then the building must comply with standards of that State Department. These are the same for all statutory population registration groups.

Standards for black Centres which are not Pre-Primary Schools are laid down in the Department of Co-operation and Development Manual on Creches (1980) and by Local authorities. These standards are lower than for other

statutory population classification groups. Buildings used to house centres as are described as follows;

'...Many of the buildings are in the need of maintenance work such as repair of broken windows, supply of fences, repairing of stores and clearing bush. There is a shortage of equipment both indoor and outdoor... The lack of telephones is also highly unsatisfactory at institutions catering for so many pre-school children'. (Haarhof, 1979:7)

#### 4.3.3.5 Funding

Preschool education provision is funded by the State through payment of the salaries of teaching staff or a subsidy towards the operating costs of the Centre. The portion of costs covered ranges from full costs for pre-primary schools attached to training colleges to nil for Centres who do not meet stringent qualifying criteria. All centres wishing to obtain funding need to be registered. A welfare subsidy in respect of qualifying children is also payable. Again stringent qualifying criteria are applicable.

The Education Departments of the four Provincial Administrations pay a differential subsidy to Centres according to the Centres classification.

In Provincial Pre-primary schools and classes full financial responsibility is carried by the education department. Parents pay minimal fees. In Provincially controlled schools the salaries of the teachers are paid by the education department. Parents pay fees for the child's attendance. In private subsidized pre-primary schools a per capita subsidy based on parents joint income is paid by the education department.

Conditions for payment of a subsidy are that;

- (i) minimum qualifications for teaching staff would be set
- (ii) an educational programme prescribed by the Education Department must be followed
- (iii) there must be a minimum enrolment of 20 children and a maximum of 120
- (iv) schools would be subject to inspections
- (v) schools would be required to submit annual financial statements to the Department.

The Department of Health Services and Welfare: House of Assembly pays a per capita subsidy of R2.00 per qualifying child per attendance day provided that the combined monthly income of the parents is less than

- R1 200     where there is one dependant child
- R1 350     where there are two dependant children
- R1 500     where there are three dependant children
- R1 650     where there are four dependant children

Building loans are also available to registered welfare organizations for the construction of centres. The rate of interest on a loan is 1% p.a. repayable over a period of 40 years.

The Department of Education and Culture in the House of Representatives pays either a grant-in-aid towards operating costs or the salaries of teaching staff at qualifying pre-primary schools. Where a grant-in-aid is paid it is at a fixed rate of R30 per qualifying child per term. Children have to be aged between 3 and 6 years. Where the teachers salary is paid the appointment of the teacher must be in accordance with criteria set by the Department. For Education funding the Centre must

- (i)     Employ a suitably qualified teacher
- (ii)    open each day of the week for at least 4 hours
- (iii)   have at least 10 children
- (iv)    follow an approved educational programme

No funding is available in respect of buildings for Pre-Primary schools.

The Department of Health Services and Welfare: House of Representatives pays a per capita subsidy of R1.20 per qualifying child per attendance day provided that the combined monthly income of the parents is less than

- R1 001 where there is one dependant child
- R1 104 where there are two dependant children
- R1 151 where there are three dependant children
- R1 243 where there are four dependant children

Strict criteria exist in terms of which centres would qualify for this subsidy. These include:

- the Centre needs to be a welfare organization or be affiliated to one
- must not close for more than 3 weeks a year
- there must be a minimum of 250 attendance days per month of children qualifying for subsidy
- buildings, grounds and equipment must meet standards laid down by the Department
- Centres are subject to Departmental inspection
- The Centre must be open all day
- Only children aged 1 month to 7 years of working mothers, widowers and job-seeking mothers qualify for subsidy
- Children must be provided with daily meals at the Centre.

Building loans for creches are available to registered welfare organizations at a rate of 1% p.a. repayable over a period of 40 years.

The House of Delegates: Department of Education and Culture pays either a grant-in-aid towards the operating costs or the salaries of teaching staff at qualifying pre-primary schools. Where a grant in-aid is paid it is at a rate of R36 per term per qualifying child. Only children aged 3-6 years qualify. When the teachers salary is paid the appointment of the teacher must be made in accordance with criteria set by the Department. Centres must not operate for profit and must be registered as a Welfare Organisation or association not for gain.

Building loans for the erection of a pre-primary school or alteration to a school are available. These cannot exceed 50% of the approved final costs or a maximum of R100 000 whichever is the lesser. A subsidy towards the costs of equipment and furniture is also payable to a maximum of 50% of the costs of the furniture and equipment or R8000 whichever is the lesser.

The Department of Health Services and Welfare: House of Delegates pay a per capita subsidy of 80c per qualifying child per attendance day provided that the combined monthly income of the parents is less than

- R 570      where there is one dependant child
- R 622      where there are two dependant children
- R 648      where there are three dependant children
- R 700      where there are four dependant children

Strict criteria exists for payment of this subsidy. These include:

- the Centre needs to be a welfare organization or be affiliated to one
- must not close for more than 3 weeks a year
- there must be a minimum of 250 attendance days per month of children qualifying for subsidy
- buildings, grounds and equipment must meet standards laid down by the Department
- Centres are subject to Departmental inspection
- The Centre must be open all day
- Only children aged 1 month to 7 years of working mothers, widowers and job-seeking mothers qualify for subsidy
- Children must be provided with daily meals at the Centre.

Building loans for the criteria of creches are available at a rate of 1% p.a. repayable over 40 years.

For black children The Department of Education and Training pays an education subsidy to registered pre-primary schools. Irrespective of number of children enrolled registered pre-primary schools receive a basic amount of R3000 per annum



plus an additional R100 for every 3 pupils in excess of an enrolment of 30. A subsidy is paid to a registered pre-primary school only if all the conditions for registration have been complied with.

These include:

- (i) a qualified teacher must be employed
- (ii) there must be 1 teacher for every 30 children
- (iii) the school must not enroll more than 210 children
- (iv) the educational programme of the Department must be followed

Presently, very few black pre-primary schools receive this education subsidy.

Black welfare falls under the control of the Provincial Administrations. No welfare subsidy is available for black Educare Centres.

## CHAPTER 5

### ANALYSIS OF EDUCARE POLICY, STRUCTURE AND PROVISION IN SOUTH AFRICA

#### 5.1 Introduction

Educare Policy was defined earlier in this dissertation as a course of action decided upon by the government with regard to the provision of early childhood educare. Marshall defines Social Policy as

'...it is taken to refer to the policy of governments with regard to action having a direct impact on the welfare of the citizens, by providing them with services or income' (Marshall, 1965:7)

Jenkins states that policy is

'...a set of interrelated decisions taken by a political actor or group of actors concerning the selection of goals and the means of achieving them within a specified situation where these decisions should in principle, be within the power of these actors to achieve'. (Jenkins, 1978:15)

Analysis was referred to as the use of judgement in the examination of policy and encompassing the design of new alternatives. Policy analysis as used in this study refers to systematic analysis and evaluation of policy looking particularly at its impact and the extent to which specific objectives are met. In South Africa, as has been argued

throughout this paper, **no unitary discernible educare policy exists**. Because of this, the policy statements as recorded in chapter three were extracted from official directives, departmental regulations and government action in the field. This position is aptly described as follows;

'Educare Policy in South Africa is rather like the elephant - you recognise it when you see it but cannot easily define it'  
(Cunningham, 1963:229)

This chapter attempts to analyse the existing educare policy in South Africa using Gil's (1981) framework for Analysis and Synthesis of Social Policies.

For Gil the objectives of policy analysis are;

- to gain understanding of the issues that constitute the focus of a specific social policy
- to discern the chain of substantive effects resulting or expected to result from the implementation of a given policy including intended or unintended short and long range effects
- to generate alternative policies aimed at the same or different objectives concerning the focal issues. (Gil, 1981:31)

The Gil framework is designed to elicit answers to basic questions concerning policy:

- A - Which of the many domains of concern to a society constitute the focus of this policy?
- B - How would the policy affect this domain in substantive terms?
- C - How would society as a whole be affected by the substantive consequence of this policy?
- D - What effects may be expected from the interaction of the policy with various forces within and outside the society?
- E - What alternative policies could be designed to achieve the same or different policy objectives concerning the specific domain?

Gil further states;

'...analysis may (therefore) decide that for certain purposes, and in certain settings, a policy analysis should be limited to the first two objectives, or merely parts thereof' (Gil, 1981:32)

For the purpose of this analysis only those components

of the framework considered applicable, are used by the writer. Gil himself maintains that certain foci will be applicable and others not.

## **5.2 Analysis of Educare Policy**

### **A ISSUES DEALT WITH BY THE POLICY**

#### **A1 Nature, scope and distribution of the issues**

Early Childhood Educare policy in South Africa deals with the following related social issues:

(a) the status and rights of women

(b) the right of the preschool child to educare

(a) Parents are today forced to work for compelling economic reasons. Although economic reasons are the most important for women returning to work especially where the mother is the sole breadwinner, it is also true that many women work because it presents a challenge or to practice a skill or talent acquired. In South Africa women already compose a substantial portion of the economically active population. The proportion of mothers in employment has increased from 17.8% in 1939 to 32.4% in 1980 and is

estimated at 34.8% in 1987.(Lemmer, 1987:2) This represents almost a doubling of economically active women over the past 50 years.

Herman, (1986:12) records the number of women in the market place including agricultural and domestic workers as well as Transkei, Bophuthatswana, Venda and Ciskei inhabitants in 1985 as follows:

White	581 005
Coloured	239 934
Indian	62 101
Black	<u>497 985</u>
Total	1 381 025

Given that agricultural and domestic workers are excluded the total figure is closer to 2 million. According to Terblanche (1987:3) the South African economy cannot function without women.

The issue here is that government must accept that many women with young children are working and that consequently their children need to be looked after by other people during the day and they see it as public responsibility to provide services and to ensure that children are properly

cared for. Parents have also moved away from the idea that educare is only for children in special need and are moving to a situation where even infants are requiring services and facilities. Government policy has however been hesitant and unclear. The belief that the mother should care for and educate the young child at all costs is still prevalent amongst policy makers.

Unfortunately the figures which are available do not reflect the number of economically active women with preschool age children. Analysing the figures supplied by Herman (1986) on economically active women and those of van den Berg and Vergnani (1986) which show the number of children in the age cohort 0-6 for the same year, we can estimate that number is significantly high. Certainly enough to warrant that the status and rights of women be an issue when analysing existing educare policy.

(b) The right of the child to educare is closely linked to the status and rights of women. The public education of the child is recognised in South Africa but not the right of the child to preschool educare. It has always been government policy that preschool education is voluntary and that the state does not provide facilities and services beyond those attached to formal training institutions. Centres other than those are the responsibility of welfare

agencies and the private sector.

An issue at hand however is whether the preschool child has the right to public preschool educare and whether the State has an obligation to assure that right and to provide accordingly. Despite the considerable evidence (Zajda, 1980; Bowman, 1987; Piaget, 1963; Bloom, 1964; Bruner, 1960) pointing to the importance of the preschool years in a child's education there is no clear educare policy providing for the needs, development and potential of young children in South Africa.

**A2 Causal theories or hypothesis concerning the dynamics of the issues.**

An underlying hypothesis concerning this issue is the gender and age linked differences and inequalities found in relation to women and children in our society which affect the status and resources allocated to these two groups.

Gil links this to

'...the biological difference between the sexes, which was utilised during early stages of societal evolution as an important criterion for the division of labour. As these early, nature linked arrangements were elaborated socially into stable cultural patterns and taboos, male dominance and its corrolary, subjugation and exploitation of females, became institutionalised in human societies'.  
(Gil, 1981:65)



These resulted in a generally accepted allocation of inferior statuses and rights to women.

Gil sees the limitations of children's rights also deriving from biological conditions. The rights and statuses of children are closely linked to those of their mothers. Because children are intimately linked to and dependent upon their mothers in the early childhood years many societies saw children as the 'property as well as the responsibility of their parents' (Gil, 1981:65). Only in recent years and in Western Society has the child been seen as having his own rights. It was as recently as 1959 only that the United Nations Declaration on the Rights of the Child was drafted. South Africa was not a signatory to the Declaration and the inferior status and rights of the child in law is still very evident.

**B. OBJECTIVES, VALUE PREMISES, THEORETICAL POSITIONS, TARGET SEGMENTS, AND SUBSTANTIVE EFFECTS OF THE POLICY**

**B1. Policy objectives**

As discussed in Chapter Three the objectives of State Educare Policy are not recorded in any formal document. Some objectives can however be extracted from the various documents, regulations and practices. These include;

- (a) to provide opportunities for preschool educare of South African children on a limited basis through the erection, establishment and maintenance of institutions by the Provincial Administration Education Departments.
- (b) to share with the private sector the responsibility for the provision of educare services and facilities outside of that provided by the Education Departments.
- (c) to subsidise from State funds through the various Departments early childhood educare provision.
- (d) to provide training opportunities for persons wishing to become teachers of young children.
- (e) to register and monitor services and facilities which provide educare for more than six children for the whole day or part thereof.
- (f) to provide services for a bridging period of one to two years aimed at promoting school readiness before basic education is started.
- (g) to ensure that where provision is made it is done for the relevant statutory population group only in accordance with the principle of self-determination.

The State has put minimal effort into taking the lead in setting early childhood educare goals and standards. In a sense there has been abandonment of the responsibility at national level. Energy has increasingly been put into stricter authoritarian control of existing provision rather than definition of objectives.

**B2. Value Premises and Ideological Orientations underlying the policy objectives**

Educare policy cannot be analysed outside of its political and economic context. All educational policies and systems are designed with particular ideological positions in mind. What is designed and planned for education is determined by the general policies of the ruling government. Educational policies tend to mirror the ideological position of the government of the day.

Early childhood educare, although outside of the formal system of education, is markedly influenced and affected by the government's ideology of separate development, that is, separateness based on racial differences. This ideology exerts a significant influence on decisions concerning early childhood educare and reflects the views of political power holders in South Africa. The control it exerts covers areas

such as access to education and care, resource allocation and teacher training.

With separate development as general State policy, the government set about implementing this ideology in the field of education soon after coming to power. The basis of this ideology was a commitment to racial segregation. People were placed into different groups in terms of the Population Registration Act of 1950. Each group was seen as a separate entity with one group - the whites - making the decisions and controlling resources. This continued in its crudest form until the mass student revolts of 1976 and 1980. These occurrences caused government to rethink its policies and practices as they existed.

In 1980 the Government appointed the de Lange Commission which undertook the broadest examination of education ever in South Africa. Despite attempting to make significant changes to the existing education system the Commission was limited by a point of departure announced by the government in considering the Commission's report. The Government, in an Interim Memorandum in October 1981 laid down two principles:

Firstly, that

'Any changes...in the provision of education will have to take...due regard to the right of self determination which is recognised by government policy for each population group'

and secondly, that

'...all decisions taken in terms of the recommendations in the (de Lange) Report will have to take due account of, and fit in with, the constitutional framework within which they are to be implemented'  
(Republic of South Africa, 1981:para 3)

This clearly ruled out one educare authority for all children.

Educare policy is thus based on the 'separate but equal' principle which ensures and is consistent with separate development of the different statutory population classification groups. This principle affects the aims, organisation and allocation of resources for educare and reinforces divisions between different statutory population classification groups.

The 'separate but equal' principle was however rejected in the mid-1950's in the United States of America. The US Supreme Court found that

'Segregation of white and coloured children in public schools has a detrimental effect upon the coloured children. The impact is greater when it has the sanction of the law; for the policy of separating the races, is usually interpreted as denoting the inferiority of the Black group. A sense of inferiority affects the motivation of children to learn. Segregation with the sanction of law, therefore has a tendency to retard the educational and mental development of Black children and to deprive them of some of the benefits they would receive in a racially intergrated school system. We conclude that in the field of public education the doctrine of 'separate but equal' has no place. Separate educational facilities are inherently unequal'. (Brown vs the Board of Education 347, US 483 (1954))

Separating children on the basis of race and legitimising this action through constitutional and legislative mechanisms is institutional racism. Institutional racism is defined as

'...the operating policies, properties and functions of an on-going system of normative patterns which serve to subjugate, oppress, and force dependence of individuals or groups by establishing and sanctioning unequal goals, objectives, and priorities for blacks, and whites, and sanctioning inequality in status as well as in access to goods and services' (Stafford and Ladner, 1969:71)

Access to educare provision for South Africa's children is severely limited by the ideological/political context within which it is provided. Children are prevented from educare opportunities and benefits because of these ideological reasons.

Cock et al locate this problem as follows:

'The neglect of child care in South Africa must be located in terms of the State's lack of concern with the conditions under which African labour power is reproduced generally. The neglect of State expenditure on child care is thus linked to a whole series of state policies such as the neglect of housing, education, health, pensions and welfare services generally for the African working class' (Cock et al, 1984 :36)

Short concurs with this and writes that

'The continuing need to differentiate people according to their 'population group' is regretted but provision is still complicated by apartheid structures which impinge directly upon the lives of young children'. (Short, 1988:1)

Current educare policy perpetuates separate communities and groups based upon racial criteria. For this purpose, educare is administered separately for each statutory population classification group. This is defended by the argument that each person must be placed so as to perpetuate that groups cultural position and values. This writer believes however that early childhood education should be and is the medium to prepare the way for a democratic non-racial South Africa.

**B3. Target Segments of Society - those at whom the policy is aimed.**

The educare policy is aimed primarily at two groups. Firstly, children aged birth - 6 and secondly, the parents and more particularly, mothers of these preschool aged children. Other groups, for example, the wider community are affected but to a lesser extent. For purposes of this analysis preschool children and their parents are termed the 'target segment' and the remainder of the community is termed the 'non-target segment'.

The number of preschool age children is a fundamental consideration when determining educare policy, and planning provision, teacher training and the allocation of resources. Although accurately forecasting population figures for the medium and long term is difficult given the many factors which could alter predictions it is however an exercise of considerable importance.

Several authors (Bezuidenhout 1986, Grobbelaar 1983, HSRC 1981), have projected age distribution profiles for South Africa into the 21st Century. These projections indicate a rapidly increasing number of 0-6 year old children. This has implications for the provision of educare facilities.



Table IX shows the population of South Africa (1975 Boundaries) in 1985 using statutory population registration categories as recorded by van den Berg and Vergnani (1986:41)

**TABLE IX**

**POPULATION OF SOUTH AFRICA (1975 BOUNDARIES) USING STATUTORY POPULATION REGISTRATION CATEGORIES**

INDIANS	WHITES	COLOURED	BLACKS	TOTAL
899 453	4 721 769	2 843 278	23 623 300	32 087 800
(2,8%)	(14,7%)	(8,9%)	(73,6%)	(100%)

van den Berg and Vergnani (1986:55) further derive statistics from Grobbelaar (1983) of the 0-6 age cohort in 1985 (1975 boundaries) as follows:

**TABLE X**

**AGE COHORT 0 - 6 IN 1985 (1975 BOUNDARIES)**

Indians	143 264	
White	537 986	
Coloured	477 548	
Black	<u>5 248 000</u>	
TOTAL	6 406 798	(ie. 19.9% of total population)

Table X shows that in 1985 19.9%, that is 1 in 5 individuals in South Africa was aged six years or less. The statutory population group percentage of this total was as follows:

Indian	2.2%
White	8.4%
Coloured	7.5%
Black	<u>81.9%</u>
TOTAL	<u>100.00%</u>

The State's projected population totals for the period 1990 - 2010 is shown in Table XI

TABLE XI

PROJECTED POPULATION FIGURES 1990 - 2010

Years	Total	White	Coloured	Indian	Black
1990	37 075 420	5 640 730	3 612 840	1 045 490	26 776 360
1995	41 982 410	6 134 830	4 137 910	1 156 760	30 552 910
2000	47 357 470	6 641 200	4 698 670	1 270 090	34 747 510
2005	53 137 990	7 161 750	5 297 730	1 384 450	39 294 060
2010	59 399 950	7 691 880	5 993 980	1 502 590	44 151 500

(Source: Department of Statistics 1976:1)

These figures were confirmed by the HSRC Work Committee on Demography, Education and Manpower (1981). This committee, which formed part of the de Lange Commission, saw the

population growth rates for whites decreasing, for Indians and coloureds remaining constant and for blacks sharply rising.

Assuming that the percentage of 0-6 cohort remains at 19.9% of total population and that the percentage of total 0-6 cohort remains constant for the various statutory population classification groups, projected figures for the cohort for the period 1990 - 2010 are shown in table XII

**TABLE XII**

**PROJECTED POPULATION 0-6 AGE COHORT SOUTH AFRICA 1990 - 2010  
(1975 BOUNDARIES) BASED ON CERTAIN ASSUMPTIONS**

Years	Total	White	Coloured	Indian	Black
1990	7 415 084	622 867	556 131	163 132	6 072 954
1995	8 396 482	705 304	629 736	184 723	6 876 719
2000	9 471 494	795 605	710 362	208 373	7 757 154
2005	10 627 598	892 718	797 070	233 807	8 704 003
2010	11 855 990	995 903	889 199	260 832	9 710 056

The projection arrived at in Table XII shows an increase in the number of preschoolers between now and the year 2010 of 5 449 192. This means that over the next 21 years the 0-6 age cohort is likely to increase by at least 85%.

The projected increase in numbers for each statutory population group for 2010 compared to 1985 will thus be

White	457 917
Coloured	411 651
Indian	117 568
Black	<u>4 462 056</u>
TOTAL	<u>5 449 192</u>

These figures have important implications for the provision of preschool educare. Cognisance must be taken of the fact that the largest increase in numbers will take place for black children who currently are the least provided for in terms of educare facilities, training and resource allocation. This group is characterised as being powerless in terms of being minors and for the majority, those classified as coloured, Indian and black are doubly prejudiced by their colour. In cases where the child is of a single parent who is the mother, there is usually economic disadvantage as well. The target population furthermore, whilst spread nation wide is more concentrated in the urban areas and in economically depressed and less developed areas. Families in statutory population classification categories, coloured, Indian and black are thus significantly represented amongst the target segment of the policy.

Projections as described should be used as a basis for predicting the long-term effects of the present educare policy and will indicate policy changes which are necessary in order to provide educare as needed.

**B4. Short and long range effects of the policy on target and non-target segments of society**

In analysing the educare policy the chain of effects set in motion by the policy must be examined. Gil (1981) suggests that this be done in two ways, firstly, by reviewing the intended effects of a policy, the policy objectives and the extent to which these intended effects actually occur and, secondly, a search for possible occurrence and scope of unintended and unanticipated effects of a policy.

**(a) Intended effects of the policy, policy objectives and extent to which intended effects actually occur.**

Although mechanisms exist for State subsidisation to preschool educare centres this has been on a small scale only. Because of the stringent criteria set for State funding most centres disqualify themselves by virtue of either the physical building or the qualifications of the staff employed to educate and care for the children. Furthermore funding for

black preschool education has been frozen with no new Centres able to obtain subsidisation, and no black Welfare subsidy exists.

In coloured and Indian Centres financial support by the State is very limited. It is only in white preschools where funding is found, either through full costs being covered in centres provided by the Education Departments, through the payment of teacher salaries in other schools and through welfare subsidies.

In the short and long term it appears as if State funding of educare Centres will not increase and is likely to decrease. The objectives recorded earlier are thus unlikely to be met.

**(b) Possible occurrence and scope of unintended and unanticipated effects of a policy.**

The lack of a clear educare policy has resulted in a variety of types of facilities and services which differ in many ways. Government activity in this area has been inadequate by not providing for a consistent range of services for young children but instead creating day care opportunities for children of working parents on one hand, and preschool

education opportunities for a select few on the other hand. Such a policy is highly discriminatory with an unfair allocation of funds and resources in favour of formal preschool education to the detriment of working parents who require full day educare services.

Access to any type of service for young children has been dependent on factors unrelated to the needs of the child or his family. Geographic, socio-economic and racial factors as well as age, sex and physical characteristics of the child himself have influenced his chances of attending a centre. Additional factors influencing access to educare services are the ability of the parents to pay, geographic location of the child's home and State subsidising policy.

#### **D INTERACTION EFFECTS BETWEEN THE POLICY AND FORCES SURROUNDINGS ITS DEVELOPMENT AND IMPLEMENTATION**

##### **D1 Interaction effects between the policy and relevant other social policies**

'From a theoretical perspective every social policy interacts to a certain extent with every other social policy' (Gil, 1981:50) Whilst this is so, for purposes of this analysis

only those policies which are likely to be significantly affected by educare policy are examined.

The educare policy directly and mainly affects welfare policy and practices in South Africa. Since the State takes no responsibility for provision except at a few white preschools attached to training institutions, the onus for educare provision has fallen on the welfare and health sectors. The implications for welfare policy is that adequate provision has become an aim of the welfare sector and that welfare resources must provide for educare provision as well as for the many other branches of welfare dealt with. The result is that as funding is made available to educare so other branches of welfare must receive less.

**D2 Interaction effects between policy and society's beliefs, values, ideologies, customs and traditions.**

In analysing a policy it is important to ascertain whether the policy is compatible with, or in conflict with the beliefs, values, ideologies, customs and traditions of society.

The values, ideology and beliefs underlying present educare



policy are incompatible with the values, ideology and beliefs of the majority of South Africans and the problem of providing an appropriate and beneficial educare system for all is made impossible by these values, ideologies and beliefs. Educare policy is based on the ideological premise that different provision must be made for different statutory population classification groups and that a non-racial policy and practice is undesirable and likely to lead to friction and disorder. It is further based on the belief that mothers should be at home with their children.

These beliefs are not those of the majority of South Africans who have no channel through which to express their opposition. The value conflict has resulted in a rejection of State educare policy by the majority of South Africans and has led to numerous calls for a radically revised educare policy, structure and provision system. The following chapter will look into this aspect.

### **5.3 Analysis of Educare Structure**

Several structural impediments to effective and efficient educare provision exists. The most important problems are the following:

- the professional division between the education and welfare fields
- the racial division according to statutory population classification group
- the lack of co-ordination at a national level with regard to all subsystems

**1. The Professional division between the education and welfare fields.**

Educare provision is divided between various departments of Education and Health Services and Welfare each with its own legislation, regulations, policy, structure and provision system.

At the one extreme are those services and facilities concerned with the custodial care of children of working mothers which fall under the Departments of Health Services and Welfare and on the other are the pre-primary schools which are controlled by Departments of Education and which have a strong education orientation.

Reilly and Hofmeyer (1983) identified three disadvantages of this artificial division. Firstly, educational neglect of the child under three during a period which is regarded as critical for the development of language, cognitive style

and normative values. Secondly, expansion of pre-primary schools is not meeting the increasing need for full-day care and potentially productive adults must either remain unproductive or arrange after school care for their children. Thirdly, neglect of the child under three is costly to the State. At worst it involves the State in costly remediation and rehabilitation programmes. At best it amounts to a missed opportunity to maximise the chances that such children will reach the age of school entry physically, emotionally and intellectually fit and ready to benefit from formal schooling.

Further to this, local authorities also impact on the Educare structure in that they have a responsibility for granting licences to operate to providers. Each local authority is autonomous and has different standards and requirements. This causes confusion.

This artificial division between education and care has led to the educational neglect of children under the age of three who are placed in care centres. And this during a period which is critical to the development of the child. The tragedy of this division is that it is not necessary. Care and education are so closely related that if one is

inadequately met, the child is bound to suffer in the other. Both these needs must be met from birth and on into maturity in order to develop full potential.

Fourie (1981) argues that it is generally agreed by experts that the interest of all, including the State, are best served by one department which is responsible for the education and care of the child. If this were the case efficient use of limited resources will be maximised.

## **2. The Racial division according to statutory population classification group.**

As was described in Chapter Four educare services for children are divided not only functionally between education and welfare but also racially. Each group is responsible for providing its own structures but remaining under 'white' control. This is resultant from the provisions of the Republic of South Africa Constitution Act of 1983.

This has led to the creation of fourteen controlling authorities in the educare field. The effect of the structure is that there is administrative confusion, overlapping, fragmentation, inconsistency in the application

of regulations, inefficiency and ineffectiveness. It is also very expensive. Besides this the manpower required to keep these separate departments operating is unwieldly and the expertise required does not exist. Racial separation has also resulted in disparity with regard to both quantity and quality of provision for the different population groups. These disparities are illustrated in the analysis of educare provision.

The structure of educare also;

- ensures the continuation of group division in South Africa and denies young children the opportunity to develop non-racist views on life
- indoctrinates children with the belief that racial separateness is normal and valid
- denies opportunities for the majority of the population to be part of policy and decision-making in the educare field

**3. The lack of co-ordination at national level with regard to all subsystems**

Education starts at birth and continues thereafter. All

early childhood experiences are educational experiences. The child's health, education and welfare are all inextricably linked and collectively determine his well-being. This necessitates co-ordinated policy and practice with regard to the child's health, education and welfare

The earlier mentioned professional and racial divisions with its resultant lack of co-ordination is a major impeding factor in providing educare for South Africa's children. Co-ordination between the many departments responsible for the child does not exist. The need for the educare of young children to be the responsibility of one authority seems clear. Wherever this lies it must cover the young child from birth onwards until he enters the first year of formal education.

The lack of a national policy and plan for educare is a major problem in the field. For example, the problem of teacher training and supply cannot be tackled effectively because of the functional and racial divisions which exists. The training and supply of teachers is looked at separately by the various racially defined Administrations and not in its totality. This impediment further extends to the urban/rural dichotomy where it is found that provision

and resources are concentrated in the urban areas to the detriment of the rural communities.

The functional and racial integration of educare services presents a challenge and will require creative and innovative policy, structures and planning. Policies previously formulated in the context of racial and functional separation will now have to be re-considered taking into account the needs expressed above.

#### **5.4 Analysis of Educare Provision**

In analysing educare provision in South Africa several areas of concern emerge. These relate to the quantity and quality of provision and more particularly to the disparity in provision for the different statutory population classification groups. Areas examined in this section are;

- (1) shortage of facilities - provision
- (2) standards, regulations and procedures
- (3) funding
- (4) provision of training facilities
- (5) programmes
- (6) staffing and conditions of service

#### 5.4.1 The shortage of services and facilities for educare provision

South Africa has a poor record of educare service and facility provision. There has been a distinct lack of provision particularly by the State. Where the State has provided it has been for persons classified white only. There is no State provision for coloured, Indian or black preschoolers. This had caused much concern.

The onus for provision has fallen on the private sector, churches, welfare organisations and community organisations. The result has been a diverse and patchy array of preschool educare provision comprising pre-primary schools, day care centres, creches, nurseries, childminding, playgroups and home educare. Where children are enrolled in Centres they are generally of higher income urban parents who can afford to pay expensive fees and are not the children who would benefit most from educare attendance. The de Lange Commission reported that

'...participation in pre-primary education in South Africa is more strongly a function of socio-economic status than of need for this form of education'(HSRC, 1981:20)



Eckstein comments that

'Black preschoolers are virtually non-existent in South Africa because parents cannot afford the apparent luxury when they hardly have enough money for food'.(Eckstein, 1987:8)

Short describes the situation as follows;

'In South Africa there is a severe lack of preschool facilities available for young children in the communities where poverty is most serious. Relatively few of these facilities are able to provide the kind of educational programme which disadvantaged children really need: centres are overcrowded; there are very few trained teachers; the adult-child ratio's are poor, and many are poorly equipped...Where babies are accommodated there tends to be little or no awareness of their developmental needs with the result that custodial care only is provided. Therefore infants who are already at risk, spend most of their waking hours in unstimulating environments.'(Short, 1984:7)

Given that the 0 - 6 age cohort makes up 20% of the total population, and that individual development in the early years of life is important, it is clear that educare provision is inadequate.

The greater employment of women in the work force has not been met by a proportionate increase in educare provision. The result is that many working parents are obliged to leave their young children in conditions which are unsuitable and

undesirable from health, educational and social aspects. Where provision does exist places are quickly taken up.

Two indicators of the demand for educare provision illustrate this. In a report for the Urban Foundation it was estimated that if 60% of Soweto mothers should require preschool facilities for their children, accommodation would be needed for 115,000 children. When this estimate was made only 7285 children were being accommodated. (Morris, 1980:164). Short and Biersteker (1979:46) estimated that in 1976 106,000 places would have been needed for coloured children if 30% of coloured children had required accommodation. This backlog needs to be overcome by an innovative and imaginative educare policy.

The main reason for the lack of provision has been the State policy based on the view that educare is seen as a threat to the family whose fundamental role is the socialisation of the child. There exists a belief that the institution of the family has been undermined in a serious way and any move to provide for what was traditionally the families role is treated with suspicion. Traditional values and attitudes concerning the family act as a barrier to increased provision and acceptance of educare as an essential in

modern society. This has led to the low priority given to educare provision in South Africa. State policy is to provide for a preschool bridging year. While this is sound, it nevertheless neglects the birth - 5 age group and more particularly children aged 3 or less.

Secondly, the competition for scare resources has led the State to give preference to primary, secondary and tertiary education at the expense of early childhood educare. This is because resource allocation is seen as an investment towards greater productivity and the incorrect belief exists that an investment in preschool educare is not an investment towards greater productivity. Not only is educare provision an investment in greater productivity but also an investment in a better society.

Thirdly, prospective providers, both non-profit and for gain, are reluctant to establish facilities for educare because of the lack of State subsidy. Educare entrepreneurs are faced with the burden of finding sources of financial support. These do not exist presently. The result is an unwillingness to provide educare.

#### **5.4.2 Educare Centre standards, regulations and registration procedures**

The lack of coherent policy regarding standards required, regulations and registration procedures by the various authorities who control educare inhibits the supply of educare services and facilities.

The standards which authorities expect to be achieved are generally high, expensive to implement, out of the reach of the majority of agents wishing to provide and most important excessive to the staff and children's needs in maintaining a high quality educare programme.

The standards set also vary between different authorities, and are different for the various statutory population classification groups. This leads one to the conclusion that there is no rational educational reason for the diverse standards which exist. Society is unable to maintain such standards and it is not even necessary. Eckstein summed it up as follows;

'In many cases it's a choice between governments overly high standards and nothing. Poor kids get nothing' (Eckstein, 1987:9).

The regulations which control the establishment of Educare facilities are many and is a major deterrent in the provision of facilities for preschool aged children. They supposedly exist to protect the children who are enrolled and no one disputes the value of this. The safety and health of children are of prime importance. The regulations as presently applied are however unduly complicated and unreasonably restrictive. Many of the regulations do not address the reality of most South African communities nor the reality of limited resources.

The registration procedures for Educare Centres to operate and time taken for these procedures to be executed also act against preschool educare provision. Because of the multiplicity of educare authorities in South Africa any organisation or individual wishing to establish a centre needs to get the approval of at least two and in many cases three authorities and numerous departments or divisions within these authorities.

For example the procedure in establishing an educare centre for more than six children involves the following authorities:

- The head of the nearest regional or branch office of the Department of Health Services and Welfare (different administrations) or the Provincial Administration

Community Services section must be consulted.

- The Local authority must approve of the building plans (Town Planning Section) and special consent may have to be obtained - it is then necessary to advertise in a local newspaper.
- The Health Department of the local authority must issue a certificate to the effect that the building, general sanitary facilities and service systems comply with the required standards.
- The Ministers of Health Services and Welfare (different administrations) or the Provincial Administration on behalf of the Department of Development Planning issues a registration certificate in terms of the Child Care Act of 1983.
- In cases where the number of children between 3 and 6 years rises to more than the minimum required for registration as a pre-primary school, the institution must also be registered by the relevant Education Department as a pre-primary school.

- Application may also need to be made to the local authority trade licencing section for the necessary trade licence.

These three factors, and their complicated and cumbersome nature are major impediments to increased educare provision.

#### **5.4.3 Funding of Educare in South Africa**

Income for educare provision is derived mainly from parents fees. Few educare centres receive State funding and except for white pre-primary schools attached to training institutions these subsidies are inadequate. The state funds educare by voting funds to the various departments concerned with education and welfare provision. The State, with its present priorities and claims of other sectors does not wish to directly fund educare provision. Where funds are made available they are applied on a racial basis with white children receiving several times greater funding than coloured, Indian and black children. The State funding available is thus provided in inverse proportion to the need.

The private sector has carried much of the financial demands made by Educare Centres and service organisations. They are however finding it increasingly difficult to meet these demands and are looking to the State for greater

support. The State on the other hand is 'privatising' its welfare, including educare, services. Community and welfare organisation initiative is being limited by the State's low prioritization for educare funding and by the freezing of previously available funding.

Some of the funding problems are;

- the lack of a standardised system of funding
- the inadequate degree of funding
- the disparities in funding for the different statutory population classification groups
- the unrealistic means tests whereby only children whose parents earn below certain amounts qualify for subsidisation
- the unreasonable standards, regulations and procedure requirements, before State funding is considered
- parents inability to meet costs of educare services because of high unemployment and low wages.

These factors all act to limit educare provision in South Africa.

#### **5.4.4 Educare Training facilities**

The provision of training facilities and the enrolment of



trainees is a function of the present and future demand for educare services. Because of the increasing birthrate as well as the increase in the number of women being employed, the need for educare services and facilities will increase in the future. This has implications for educare training facilities and the number of trainees enrolled at these institutions.

Educare training institutions in South Africa are segregated on the basis of statutory race group and are controlled by the Department of National Education and the 'own affairs' Education Departments. Each has its own criteria for admission, standards and curriculum. Each department allows only enough students to cater for its own anticipated needs.

### **Formal Training**

The shortage of graduates is particularly evident in the coloured, Indian and black communities and is totally inadequate in relation to need. This inadequacy is further hindered by geographical inaccessibility to these institutions. The only college for coloured trainees, Sallie Davies College, is in Cape Town. There is no institution for the training of black pre-primary teachers.

The current supply of training institutions cannot adequately meet the need for trained teachers and an increase in such

institutions is thus essential.

### **Non-formal training**

The supply of non-formally trained educare teachers and assistants is also inadequate to meet the need. This is particularly true for personnel who are required to work with children under the age of three. Where non-formal training is available it is supplied by non-Governmental agencies. The most pressing need with regard to training opportunities in educare lies with non-formally trained persons who would work with children of full-day working mothers. The quality of educare programmes is dependent on these individuals and without them the desired high quality educare programme is not possible. If we hope to improve the quality of educare provision then it is essential to improve and upgrade the skills of those already employed in the field. Appropriate training courses need to be available in order to achieve this objective.

A major impediment in educare training, both formal and non-formal is that training institutions, with the exception of the UNISA correspondence course, are racially exclusive, that is, providing places only for the statutory population classification group for which it was constituted. This has

resulted in proportionately more white than other students being trained each year and has led to much bitterness amongst trainees who are not of that group.

#### 5.4.5 Staffing

The lack of suitably trained and qualified personnel in the educare field is a major problem. There are no regulations or qualification requirements for persons who work in the various forms of provision with the exception of persons employed in pre-primary schools which are controlled or subsidised by the various education departments.

To exacerbate the position these untrained, unqualified individuals are expected to work with adult: child ratios far in excess of what is educationally desirable even for the best trained personnel. An adult:child ratio of 1:20 is the standard requirement for white pre-primary schools. Various authors (Haarhof, 1979, Short and Biersteker 1979) report that the ratio in black Centres is often as poor as 1:60. Reilly and Hofmeyer remind us that

'...the success of programmes for disadvantaged children depends on a favourable adult:child ratio of approximately 1:5 to 1:10'. (Reilly and Hofmeyer, 1983:110)

## 5.5 Summary

In this chapter the author has analysed educare in South Africa focusing on policy, structure and provision. The analysis presents a picture of educare in South Africa which

- has no clear unitary discernible educare policy
- ignores the needs of working mothers and their children
- does not guarantee the young child the right to educare
- is based on racist ideology in which access to provision is biased in favour of white children and which separates children on the basis of skin colour as a matter of principle
- has a structure which is fragmented, both functionally and racially
- takes no notice of demographic trends
- is not co-ordinated at any level
- is discriminatory in terms of provision and resource allocation
- is poorly funded by the State
- in general is under-provided for and where provision exists is in inverse proportion to need
- the burden has fallen on the private sector, welfare organisations and the community.

- standards, regulations and registration procedure inhibit provision
- training facilities are inadequate and access to training is based on race.

Any recommendations to correct these problem areas must be accompanied by broader proposals for social reform in the areas of health and welfare services, housing, labour, community development, economics and the many other areas which impact on the preschool child. Recommendations with regard to these areas are beyond the scope of this study.

Chapter Six concludes this study and makes recommendations on educare which the writer feels will alleviate many of the problems discussed in this and earlier chapters.

## CHAPTER 6

### CONCLUSION AND RECOMMENDATIONS TOWARDS EFFECTIVE AND EFFICIENT EDUCARE IN SOUTH AFRICA

#### 6.1 Introduction

'In order to address new and emerging social problems, a society is often in need of new and innovative solutions. When problems become overwhelming to a society, it is readily apparent that the manner in which society has been meeting these problems is no longer valid. When the obvious failures occur, it becomes necessary to create new social programs that do meet a society's needs. Invention and innovation are essential characteristics of any valid decision process'. (Fairweather, 1977:16)

This is particularly true of education and care for preschool children in South Africa. No unitary discernible educare policy exists, the structures set up by the government are fragmented, duplicated, inefficient and ineffective, and provision reaches less than 3% of the preschool aged population.

The provision of educare facilities and services is a necessity because of the families inability to fulfil its traditional role. This has resulted because of the demands of modern industrial society and more so since women have entered the labour market. There is a need for educare to be

given its rightful place within the national system of services available to the population. In order to effect this major changes in educare policy, structure and provision are necessary. This chapter makes recommendations which the writer considers to be essential for the problem to be addressed.

These recommendations are inserted at the end of each sub-section and must be seen in relation to the analysis of educare in chapter five and is founded on three general premises:

- (i) the first six years of life are crucial and the developmental needs of children must be catered for.
- (ii) the situation of modern society and the nuclear family requires new approaches which ensures for the child maximum opportunities for development.
- (iii) services for children must also support and assist their parents and must take into account parents needs.

## **6.2 Educare Policy**

Societies changing attitude to the role of women, the increase in the number of women in the workforce and concern for disadvantaged children have highlighted the deficiencies in current provision. Government must recognize the importance of the early years of life to the child's

development and subsequent school success by determining a policy and expanding current provision. Such a policy must not be determined in isolation from health, welfare, labour, housing, family benefit, taxation and other policies.

Educare policy needs to be redesigned to meet the needs of persons wishing to utilize the service and to contribute effectively to the future of the country. The shaping of this policy must be to the satisfaction of the broad majority of people and must be of benefit to them. No form of separation according to race or language should be permitted and educare must be integrated at all levels.

Several principles should underline an educare policy. These include;

- The child has a basic right to services which would enable him to develop socially, emotionally, physically and intellectually to the full.
- The family retains final responsibility for the child's early education and care, but should obtain support from the State to fulfil its obligations to the child.
- Every child should have the same right to educare which caters for his needs and this right must be applied without discrimination.
- Enrolment in an educare programme should be voluntary dependant on the need for the service. Families in need must have priority of access to services and facilities.



- The management of educare should be devolved to the lowest appropriate level of authority.
- The community must decide on what services are needed and be involved in the organization and management thereof. This means communities are empowered to take control of educare centres.
- In both planning and service delivery maximum use must be made of the resources of each community in the interest of its children.
- The lack of financial means should not be a barrier to children who need educare.
- A wide range of alternative forms of provision must be provided to meet varying needs.

The main aim of an Educare Policy should be to promote the proper education, health and welfare of the preschool child.

Objectives of the policy should be to;

- (i) ensure adequate educare provision appropriate to the needs of parents and preschool children
- (ii) provide each child with the opportunity to reach full potential by establishing comprehensive educare programmes
- (iii) provide opportunities for parents to be free to work or seek work in order to improve their socio-economic position
- (iv) provide professional, supervisory and financial services to community groups in the establishment and management of preschool centres
- (v) to give priority to the establishment of facilities and service in areas where the need is greatest

### **Recommendation**

- (1) It is recommended that an educare policy based on the above principles, aims and objectives be adopted by the State and implemented immediately.

### **6.3 Educare Structure**

The serious problems which confront the provision of educare in South Africa such as demographic imbalance, financial input, level of provision and teacher qualifications calls for a major restructuring of the educare system. The professional fragmentation between education and care must be removed and one department integrating education and care brought into existence. Because of the great demand for services it is essential that a structure is created which meets the aims of preschool educare in the most efficient and effective way. The structure should operate on the basis of a distribution of power between central and local authorities, that is a National system locally administered with the central authority a partner rather than controller. Overall authority for policy should rest at Central level but direct administration and day-to-day management of schools should rest at local level. This ensures responsiveness to local needs and conditions. Allowing local authorities to

administer provision would provide the means for securing diversity in the nature of educare according to local conditions.

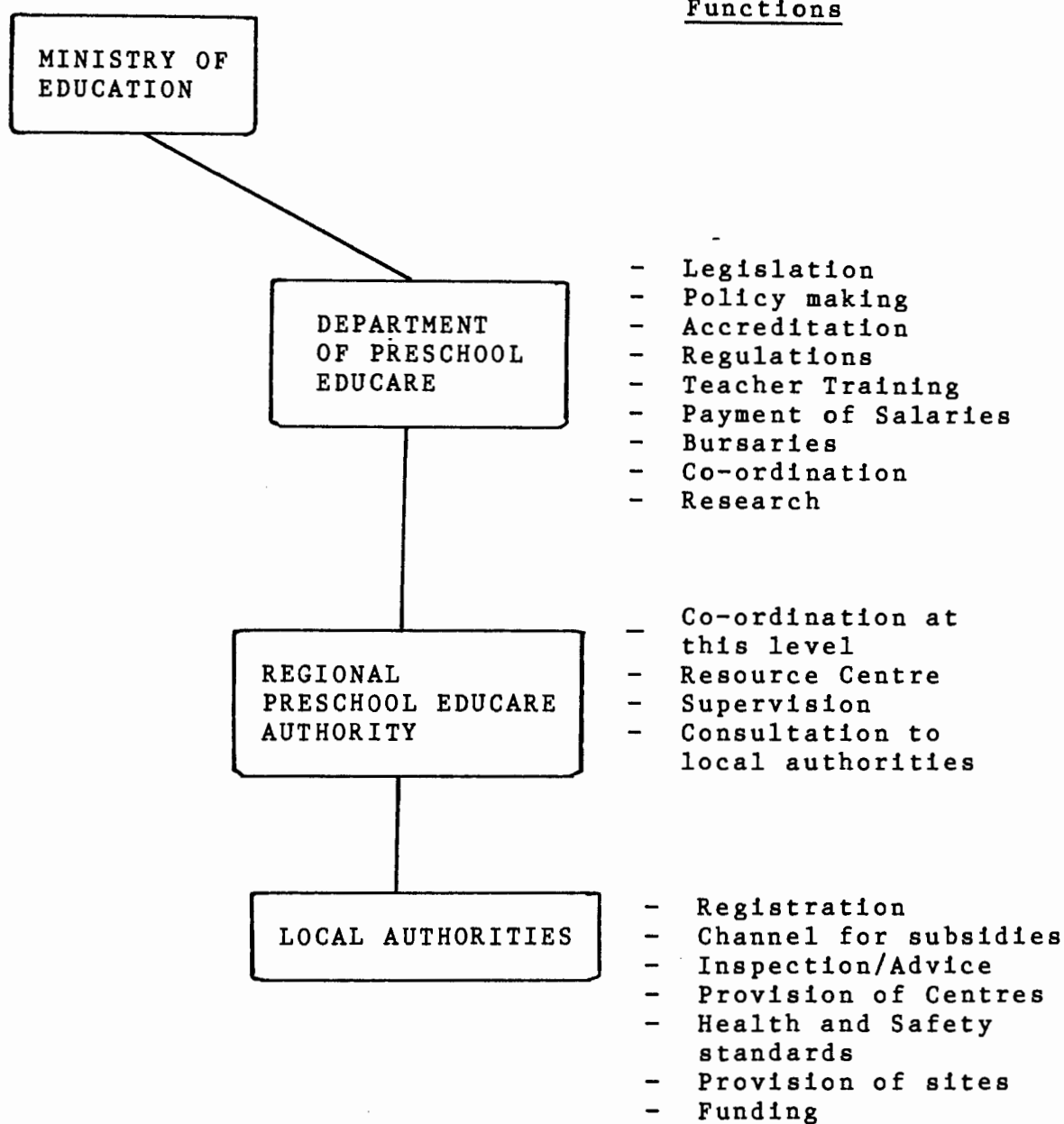
This decentralised system of decision making may appear slow and cumbersome as compared to a centralised system where decisions are often made more quickly. But a decentralised system is ultimately more effective in promoting the exchange of information, in assuring that a programme matches local needs, and hence in achieving more lasting, long-term success.

Preschool educare must also be considered independent of mainstream education housed separately from primary and secondary education and controlled by a separate Ministry of Educare or Department within the Education Ministry.

This proposal involves a three-level educare structure (see Diagram 3) with in-built structures for participation and negotiation at each level. At the first level is a single non-racial Central authority; at the second level regional educare authorities with specific tasks as regards the region; and at the third level the local authority which is concerned with the provision of educare.

DIAGRAM 3

RECOMMENDED PRESCHOOL EDUCARE STRUCTURE



### 6.3.1 Central Authority

A single central authority should be created. This would mean a rationalization of services and an increase in efficiency and effectiveness. The Central authority should carry primary responsibility for educare by providing for the establishment and support of a nationwide system of educare for all children who require access thereto and would benefit therefrom.

The responsibility of this Central authority would be to;

- determine national educare policy and see to its execution by other authorities who are delegated powers
- prepare legislation and regulations so that high quality educare is maintained
- promote educare and the development of facilities and services
- co-ordinate and monitor educare provision in terms of national policy and ensure its sufficiency
- subsidise regional and local authorities in respect of their delegated powers
- provide subsidies for Centre and Home-based programmes and to organizations involved in educare training and provision
- determine teacher training requirements and the need for teachers and provide opportunities for training
- provide and initiate research and the development of knowledge about educare and disseminate such knowledge and information

## **Recommendations:**

**It is recommended that**

- (i) the government accept the importance of pre-school educare, both for the individual development of each child and for the benefit of society; that all children should be given the opportunity to attend a pre-school educare centre; and that such services and facilities should therefore be set up and developed.
- (ii) the Central government be responsible for the tasks outlined above
- (iii) there be one Central unitary non-racial Department of Preschool Educare within the Ministry of Education
- (iv) funds be allocated to various local authorities and organizations to enable them to provide educare services and facilities

### **6.3.2 Regional Authority**

Because of the vast and diverse regions of the country there exists a need for regional authorities which would be charged with planning responsibilities in a specific region. The regional authority is not decentralised central government but should arise out of the development of local government. It would bring together several local authorities.

Its responsibilities would be

- to co-ordinate and monitor educare policies and operational planning at regional level within the scope of national policy

- to advise on legislative proposals and regulations dealing with educare
- co-ordination of service in terms of policy
- to establish a central base for resources and training in the region
- to provide a supervisory and consultative service to local authorities

#### **Recommendation**

- (i) It is recommended that regional educare authorities be established to coincide with the regional development areas of the country and with the responsibilities as set out above.

#### **6.3.3 Local Authority**

The governance of educare should be a shared responsibility between central and local government. The highest degree of autonomy at the local level should be given to local educare authorities and centre management bodies and they should not be sub-offices of the Central authority. This should be backed by adequate finance from Central government.

The argument for local government of education is best described as follows;

'The importance of local government lies in the fact that it is the means by which people can provide services for themselves; can take an active and constructive part in the business of government; and can decide for themselves, within the limits of what national policies and local resources allow, what kind of services they want and what kind of environment they prefer.' (Open University, 1974:72).

The advantages of local control are that:

1. it permits educare provision and programmes to be suited to the needs of the local community
2. it provides a wider variety of educare provision
3. it increases the commitment of the community to continued support and improvement of educare

Local authorities should have an administrative role with wide delegated powers which would facilitate the employment of different methods to meet different local conditions and requirements. It should be the duty of local authorities to make arrangements for the education and care of children of preschool age. Part of their task would be

- to impliment educare policy as delegated by central authority
- to contribute towards the development of the community by providing educare centres in their areas



- to assist communities, parent bodies, welfare associations, churches, employers etc. who are prepared to initiate and establish educare centres
- to ensure that educare facilities and services are well managed, equipped, staffed and maintained
- to inspect and supervise premises used for educare provision including home-based provision and to give advice and support where necessary
- to maintain health and safety standards for preschool provision
- to allocate sites to organizations wishing to provide educare services
- to act as a channel for funding to Centres
- to raise revenue to cover their share of educare expenditure

#### **Recommendations**

**It is recommended that local authorities**

- (i) become part of the formal educare structure by accepting greater responsibility than at present particularly with regard to the responsibilities listed above
- (ii) generate revenue for educare through a local rate

#### **6.3.4 Role and Place of Voluntary Organizations**

Voluntary organisations have historically been involved in the provision of early childhood education and care. Before the State involved itself in the field, centres were

established by churches, welfare organizations and other groups. As such they are valuable assets which the State cannot afford to loose. The financial burden borne by voluntary organizations is also considerable.

Voluntary organizations should work with parents and communities in providing services. In cases where voluntary organizations take the initiative in setting up services this should be done with community support and effort and the community should be involved in project management.

#### **Recommendations**

**It is recommended that**

- (i) the State view voluntary organizations as a partner in the provision of educare either through centre provision, non-formal training institutions or as funders
- (ii) the State give assistance to voluntary organizations by way of the payment of salaries of approved posts at these organizations and through a system of grants in order for them to function

#### **6.3.5 Community Involvement**

It is important that local communities and in particular parents of children be involved in the management and control of preschool centres. When the people most directly involved

in educare, that is, parents, make decisions about the educare of their children; when staff are accountable to parents and when the centre is part of the community; only then will preschool educare flourish. Community control means guaranteeing parents the right to control the education and care of their young children. This involves full participation in management of centres, selection of staff, conduct of financial affairs and determination of curriculum and programme.

Reasons for this are advocated by Govender (1986) as follows:

- (i) the parent is considered the first and most important educator of the child;
- (ii) it has been confirmed that the first six years of the child's life are probably the most important in laying solid foundations for the future. During this period the child spends the major portion of his time with his parents;
- (iii) probably the most important single thing in the intellectual development of a child is the quality and quantity of the interactions between the parent and the child; while the child's emotional development depends upon him receiving love and tender care. (Govender, 1987:2)

### **Recommendations**

**It is recommended that**

- (i) **educare centres be controlled, organized and managed by committees elected by the local community**

- (ii) parent involvement be encouraged by means of parent education about the benefits of early childhood educare and the responsibilities of parents in this regard

#### 6.3.6 The Private Sector

The role of the private sector in support of educare facilities must be expanded. There exists a need to educate employers concerning the demands for facilities for their staff and the communities from which they draw their labour.

#### Recommendations

It is recommended that

- (i) employers subsidize educare centres in their labour catchment areas
- (ii) tax incentives to the private sector are introduced for employers who provide educare facilities and services

#### 6.4 Educare Provision

Provision of accessible educare at low cost to parents who want it for their children is a necessary response to the present level of demand. This requires urgent implementation on grounds of educational value and to assist mothers who need to work. Large scale intervention is necessary especially for children in oppressed communities.

The objectives of provision should be

- to meet the developmental and other needs of the child
- to meet the families socio-economic needs
- to promote community development and participation through involvement of the community in preschool educare

Official recognition needs to be given to the need to co-ordinate and integrate preschool services and thereby break down the administrative and institutional barriers between education and care and with the goal of providing in a single centre the best elements of the preschool and the daycare centre. Because needs vary from region to region authorities should make alternative forms of provision available as follows;

**1. Pre-Primary class**

- year before compulsory school going age
- high quality education programme
- qualified pre-primary teacher
- mornings only, school terms
- can be attached to a primary school, pre-primary school or educare centre

**2. Pre-Primary School**

- ages 3 years to school entry age
- high quality educare programme
- qualified pre-primary teachers
- mornings only, school terms
- can be attached to a primary school, part of an Educare Centre or by itself

### 3. Educare Centre

- ages birth to school entry age
- high quality education programme
- care component for full day children
- non-formally trained staff
- open throughout the year
- centre-based

### 4. Playgroup

- age birth to school entry
- main emphasis is social development
- led by playgroupers or mothers
- usually part of the day, on certain days only
- home or centre-based

### 5. Home educare

- six or fewer children
- up to school entry age
- high quality education programme
- care component for working mothers
- non-formally trained mothers
- usually full-day
- home-based

The use of home-based educare has attracted considerable support amongst parents. This is mainly due to the flexibility of the service and the ease and speed with which such provision is developed. Home-based provision also provides more appropriate educare for children aged three and younger by providing more individualized care in a home-like environment.

It is also desirable to publicize the expansion and availability of educare especially in socially disadvantaged areas so as to encourage parents whose children are most in need of educare services to apply for places available.

### **Recommendations**

It is recommended that

- (i) the State facilitate the establishment of educare centres in its various forms and according to priority areas as follows;
  - the inability of the community to provide the service eg. rural areas
  - in densely populated areas where children are confined to flats for example and where opportunities for outside play are limited
  - where no educare centres are available
- (ii) all organizations or private individuals who provide educare services away from the parental home for more than 6 children should be registered and subject to conditions and standards set by the authorities
- (iii) business concerns which employ women should establish educare centres in collaboration with local authorities, communities and voluntary organisations.

#### **6.4.1 Teacher Training**

The majority of teachers in practice at educare Centres are either untrained or undertrained. It is accepted that staffing all centres with formally trained teachers is not

possible in the short or medium term and may not even be necessary. In order to meet the demand however the introduction of a training course for assistants is vital. In order to meet the present need for staff in educare centres different levels of training are required. These levels should include:

- an advanced course in pre-primary education (Matric + 4 years)
- a standard course in pre-primary education (Matric + 3 years)
- an assistants course in pre-primary education (std. 8 + non-formal training)
- a basic educare workers course (std 6. + non-formal training)

Because the need is so great the latter two courses are most urgent.

#### **Recommendations**

**It is recommended that;**

- (i) a uniform nationally co-ordinated system of training designed to meet the demand for teachers and be established.
- (ii) the State provide formal and non-formal training facilities located within easy access of potential trainees
- (iii) accredited training courses offered by preschool training organizations be recognized and remunerated accordingly by the State



- (iv) race restrictions at existing training institutions be removed
- (v) opportunities for upgrading qualifications of those teachers who show potential be made available
- (vi) all levels of training be recognized for salary and subsidy purposes
- (vii) bursaries be available to all students on an equal basis

#### 6.4.2 Buildings and Standards

The lack of assistance by the State for the erection of educare buildings has inhibited the development of Centres particular in more needy areas. If more funds for buildings were available a greater number of children would have access to provision. The state of the economy and the prohibitive expense involved in the erection of new custom-built educare centres however necessitates an innovative building and standards policy. Existing minimum standards are too high. Standards in excess of the staff and children's needs should be relaxed and made relevant to prevailing circumstances in local communities. The minimum standards which can be provided without affecting the child's normal development must be provided and supported by the State in order to address the problem of scale. Buildings used should be inexpensive, functional, multipurpose and available to the wider community for different purposes giving it maximum usage. Multipurpose use will justify finance for buildings amongst competing claims.

## **Recommendations**

**It is recommended that**

- (i) existing building standards be amended with the intention of increasing the number of places available to children but without detrimental consequences to the quality of education and care
- (ii) existing buildings such as church and community halls be adapted to house educare centres
- (iii) where new buildings are erected they be pragmatic, low-cost and multipurpose
- (iv) a substantial financial input be made by the State in regard to buildings and upgrading of buildings
- (v) in planning new residential areas local authorities make adequate space available for educare centres which are well distributed throughout the area
- (vi) local authorities allow the use of existing residential units to serve the needs of the community particularly as units for birth to 3 year olds

### **6.4.3 Funding**

The justification for State expenditure on educare is that educare is beneficial to the child by giving him a head start in life and to society by preparing the way for a more productive adult life. In any country the development of educare depends on material and financial resources which society has available and allocates for that purpose. If the State wants educare for its children it must be prepared to

find the resources.

The present system of providing and financing educare is inefficient and not cost beneficial. The major reason for this waste is the multiplication of professional and racial departments and the differing amounts of money allocated to the different statutory population classification groups. With the intention of keeping the financial input of Central government within its ability to fund, decentralization of the financial burden of education is also necessary. It is suggested that educare be funded out of money provided by Parliament from tax revenue and by local authorities out of local rates. Parents also have a responsibility to contribute towards the cost of the educare of their children by way fees.

The State should provide funds for the provision of services and facilities through capital and recurrent expenditure. Capital expenditure involves building provision and building upgrades. Recurrent expenditure should be funded via subsidies, staff salaries and grants to organizations for services provided by them.

The implementation of this policy will place early childhood educare in competition with other government departments for

public funding. One means of funding educare from within the Education budget is by recovering the cost of higher education and reallocating government spending on education toward the level with the highest social return. The high degree of public subsidization of tertiary education boosts the demand for higher education which Psachoropoulos (1986) calls the relatively less socially efficient educational investment. Costs could be recovered by increasing fees for higher education. This would necessitate an increase in student loans made available by the State which could be recovered from recipients after completion of studies. Selection of students into higher education would not be limited to those who could afford it. The loans taken out would be to finance current studies against future income.

Furthermore, if the rationalization and restructuring applied to educare was also done to primary and secondary education substantial savings would be made by removing the inefficiencies which the present system maintains. These resources saved could be channelled to early childhood educare. Expanding educare through the withdrawal of funding from other education levels would enable those presently denied educare future access. Politically this action would also be most acceptable if the monies were reinvested in education rather than in some other public sector.

With the intention of keeping the financial input of Central government within its ability to fund, decentralisation of the financial responsibility of educare is also necessary. Decentralization of educare would also help increase revenue in that local authorities would have the freedom to mobilize resources through local rates. This is necessary if the local authority is not to rely too heavily on Central government funding. In this regard a rate on residents in each local area is suggested. A rate is suggested because the inability to pay fees for educare attendance is a local community problem not an individual one. Its strengths are that

- it has a purely local base
- it gives a predictable yield necessary if accounts are to be balanced annually
- it permits easy local collection without the intervention of central government departments

#### **Recommendations**

**It is recommended that**

- (1) in order to place preschool educare on a sound footing the State must take greater responsibility for educare through funding

- the training of educare teaching staff
  - the establishment and maintenance of State schools
  - organizations and centres which provide educare
  - departmental posts in order to support educare provision
- (ii) the State pay salaries of teachers in bona fide registered Centres irrespective of the type of premises or age group catered for
- (iii) the criteria for obtaining subsidization should be re-evaluated and be extended to services and facilities such as home-based provision, support and service agencies and training outside of formal training institutions
- (iv) the racial disparities current in State subsidization be removed and a subsidy based on a realistic means test implemented
- (v) buildings and building upgrades be funded by the State
- (vi) those communities least able to finance educare services should receive priority of State funding
- (vii) private provision initiated with the intention of making a profit not be eligible for State funding
- (viii) financial assistance be subject to conditions as determined by the Central, regional and local authorities being met

#### 6.4.4 Staffing

The present staffing situation in South Africa is characterized by an inequitable distribution of trained personnel among the different statutory population classification groups, and between the urban and rural areas.

Most trained personnel are utilised in white preschool centres in urban areas.

Because the educare of young children is so important it is necessary that persons employed should possess the qualities and training which are desirable and that their service conditions are adequate reward for work performed. It is also necessary to increase the number of trained teachers so as to improve the ratio of trained staff to children. It is also recognised that, in the short term, pre-primary teachers cannot be produced according to demand. Non-formally trained teachers and assistants are, in any case, suitable for positions in Educare Centres.

#### **Recommendations**

**It is recommended that**

- (i) personnel with different levels of training are recognised for employment purposes because of the acute shortage of formally trained people
- (ii) a limit be placed on the number of formally trained teachers in each Centre so that skills are spread more evenly throughout the country
- (iii) at least the head of each Educare Centre should be formally trained
- (iv) conditions of service should be based on qualification and experience and not on race or gender
- (v) the State fund teaching posts which remunerate educare staff adequately for the work performed.

## 6.5 Conclusion

There is no instant solution to the educare problem in South Africa and a solution is not to be found merely in formulating a new educare policy, altering the existing structures or providing more centres, services and facilities. The solution is intimately linked to broader social, political and economic issues facing the country. These issues have a major impact on educare. The writer believes however, that the recommendations made will contribute towards a more efficient and effective provision system for preschool aged children in South Africa.



## APPENDIX A

SOME BUILDING, EQUIPMENT AND GROUND REQUIREMENTS FOR PRE-PRIMARY SCHOOLS FALLING UNDER THE CONTROL OF THE TRANSVAAL EDUCATION DEPARTMENT. RECORDED IN TRANSVAAL EDUCATION ORDINANCE NO.12 OF 1980.

### (a) Office for principal:

Every school must be provided with an office, measuring not less than  $6\text{m}^2$ , for the principal. The office shall, if possible, be situated near the entrance to the school building with a view over the school grounds.

### (b) Medical Room:

Provision must be made for a medical room measuring not less than  $4\text{m}^2$ . The room may be combined with the principal's office provided the total area shall not be less than  $10\text{m}^2$ . The room must be provided with a first-aid box and a divan.

### (c) Playing area

A playing area of  $2,8\text{m}^2$  per child, that is  $56\text{m}^2$  per group of 20 children is prescribed as a minimum. It shall be provided for mainly in a play room which can be used for playing activities and meals and as a rest room. A covered stoep which is properly protected against wind and rain may serve as a playing area, provided that only a portion thereof which does not exceed  $1/3$  of the prescribed area per child shall be regarded as playing area. The play room(s) must be equipped with fixed boards of suitable material and boxes for the

storing of playing material. There must be sufficient provision for light, ventilation and heating.

**(d) Kitchen:**

Every school must be fitted with a kitchen with a floor space of not less than 8m<sup>2</sup>. It must comply with the necessary hygienic requirements and must be clean, well ventilated and lighted and be provided with hot and cold water. If food and drinks are to be served it must be fitted with a washbasin, stove and refrigerator. There must be a separate cupboard for cleaning material.

**(e) Storage space for toys**

A storage space for toys used indoors or outdoors must be provided.

**(f) Depositories for children**

For every child a depository measuring not less than 300 mm wide, 500 mm high and 380 mm deep must be available. The depositories must be installed at a convenient height and may be partitioned off in the middle.

**(g) Cloak-rooms and toilets**

Children: A flush latrine for every 10 or part of 10 children must be provided in the cloak-room. It must be adapted to the size of the children. One urinal may be

substituted for one latrine. Seperate facilities for boys and girls are not necessary. The cubicles must be at least 685 mm wide and partitioned off to a height of 1m. One wash-basin for every 10 or part of 10 children must be provided in the cloak room and it must be fitted at a height to suit the children. There must be a mirror above the washbasins.

Staff: The necessary wash and toilet facilities must be provided having regard to the number of the staff. There must be separate facilities for whites and non-whites.

#### **(h) Playground**

The playground must have an area of not less than 5,6m<sup>2</sup> per child. It must be so fenced that the children will not be able to crawl through or climb over the fence. The gates must be closed in such a manner that the children will not be able to open them from the inside. The grounds must have a lawn and sandpit.

#### **(i) Furniture**

The furniture and equipment must be adequate and such that it is suited to the children and can be easily handled by them.

#### **(j) Piano and toys**

A piano is essential. Toys of various kinds and sizes like swings, a climbing frame, blocks, clay, dolls etc., suitable picture and other books and at least one sandbox must be provided.

## APPENDIX B

### SOME REQUIREMENTS FOR CRECHE-CUM-PRE-PRIMARY SCHOOLS FALLING UNDER THE DEPARTMENT OF DEVELOPMENT PLANNING

#### Building and Site

##### (a) Interior area

In pre-primary schools a minimum floor space of  $2\text{m}^2$  per infant is required, of which at least  $1,5\text{m}^2$  must be classroom space, while the remaining  $0,5\text{m}^2$  should preferably be open stoep (under roof), protected against wind, rain and other inclement weather conditions.

##### (b) Exterior area

In respect of exterior area at least  $5\text{m}^2$  per infant is required. Such exterior area must be fenced in to a height of 1,5m and be provided with lockable gates.

##### (c) Toilets

One latrine should be provided for every twelve (12) children, or portion thereof. Not more than 25% of the toilet provision may consist of urinals. One urinal of 1m replaces 2 toilets.

##### (d) Wash-basins

One wash-basin must be provided for every fifteen (15) infants, or portion thereof. Communal wash-basin will in

future not be approved for registration purposes.

**(e) Storage space**

Provision should be made for sufficient storage space. This storage space should not constitute part of the per capita floor space of  $2\text{m}^2$  per child.

**(f) Office/Staffroom/Isolation Room**

One room which satisfies local health standards, but which is not smaller than  $8,4\text{m}^2$  may serve for the three above-mentioned facilities. Provision should be made for a wash-basin, and the room should be supplied with a first-aid cupboard and equipment and a bed or camp-stretcher.

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